

# **GENDER EQUALITY – THE (STILL) UNFINISHED STORY**

Review of developments in the field of  
gender equality in Slovenia 1991–2016



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For the period 2009-14, Norway's contribution is €1.7 billion. Grants are available for non-governmental organisations, research and academic institutions, and the public and private sectors in twelve newest EU member States, Greece, Portugal and Spain. There is broad cooperation with Norwegian entities, and activities may be implemented until 2016.

Key areas of support are environmental protection and climate change, research and scholarships, civil society, health and children, gender equality, justice and cultural heritage.

More information on the Norwegian Financial Mechanism Programme 2009-2014 is available at [www.norwaygrants.si](http://www.norwaygrants.si) and [www.norwaygrants.org](http://www.norwaygrants.org).



## **Accompanying text to the forthcoming publication**

*Many things have been accomplished in the field of women's rights and gender equality in the last twenty-five years, which are mentioned in this publication. These were achieved by the state and its institutions and civil society, and the results are visible. Also when compared with other countries: Slovenia has attained a high level of development in this field and is among those countries that are above average. This is evident from the Gender Equality Index of the European Institute for Gender Equality and the Global Gender Gap Index of the World Economic Forum.*

*At this point, it is important not to rest on our laurels, which could even see us return to a situation in which rights that today are self-evident are not evident, let alone self-evident. Some still believe that certain rights, which were acquired with difficulty, should be abolished. Such ideas – which appear from time to time and somewhat awaken even those who believe that gender equality has been attained and no longer requires special efforts – nevertheless remind us that not so long ago women were not permitted to enter university, they had no voting rights or the right to decide about their own bodies.*

*Despite the indisputable progress, we do not ignore the fact that there are fields in which women and men are still not in an equal position, and in which enhanced engagement is needed in the future. One of these fields is the unequal distribution of power in society, which is also evident in violence against women and in unequal participation in decision-making positions. Experience has shown that visible results cannot be achieved overnight. There are also other fields where we nurture gender stereotypes with surprising ease, and which hinder the full realisation of the potential of both genders. Moreover, irrespective of the development of human rights and standards, we still frequently encounter disapproval of, and negative attitudes to, initiatives to further improve the status of women and men in our society. However, I believe that – as may be seen in numerous examples – power will come from the cooperation and joint projects of various participants, i.e. the academic sphere, non-governmental organisations and the governmental mechanism for gender equality.*

*More cooperation from all participants who have been working in the field of gender equality for several decades will be needed in the future. Men will also be required to be more involved, since gender equality does not, and must not, refer only to women. Gender equality is a social issue, an issue of women and men. We all gain with gender equality: girls, boys, women, men and the entire society.*

*A quarter of a century is not long, but it is certainly a sufficiently long and important enough period to look back and recollect the past achievements.*

*Dr Anja Kopač Mrak  
Minister*

# TABLE OF CONTENTS

I	What are we talking about? .....	7
II	Important legislative and institutional milestones .....	11
III	When compared to the European Union.....	17
IV	Advocacy .....	20
V	Coordinators for equal opportunities at ministries .....	23
VI	Coordinators for equal opportunities in self-governing local communities .....	25
VII	Violence against women in the private sphere .....	27
VIII	Family life and partnership, reconciliation of private and professional life .....	37
IX	Political decision-making .....	49
X	Decision-making in the economy .....	57
XI	Work .....	64
XII	Education and science .....	77
XIII	Health and reproductive right .....	83
XIV	Elimination of stereotypes about women and men .....	88
XV	How to proceed? .....	91

## Abbreviations used in the text:

<b>EU</b>	Evropska unija/European Union
<b>SURS</b>	Statistični urad Republike Slovenije/Statistical Office of the Republic of Slovenia
<b>NIJZ</b>	Nacionalni inštitut za javno zdravje/National Institute of Public Health
<b>MDDSZ</b>	Ministrstvo za delo, družino, socialne zadeve in enake možnosti/Ministry of Labour, Family, Social Affairs and Equal Opportunities

Important milestones in the field of gender equality were already reached before the period covered in this publication (1991–2016); for example, women in Slovenia acquired the universal right to vote immediately after the Second World War; the constitutional provision on free choice concerning birth control was adopted more than four decades ago; a child's parents have been able to share parental leave for four decades; almost the same amount of time has passed since the acquisition of the right to counselling on family planning and to the availability of contraception and the acquisition of the right to an abortion on other than medical grounds; more than three decades have passed since the enactment of the obligation to insure all persons in a household who work on a farm via pension and invalidity insurance etc.

To draft a publication about a quarter of a century of development in the field of equality between women and men in Slovenia is a fairly difficult task, not only because materials are sometimes difficult to obtain, but also because of dilemmas about which of the numerous events to cover, which measures were ground-breaking for the development of the field and for the improvement of the situation, and what impeded development etc. We often point out that achieving gender equality is a process, i.e. it would be unrealistic to expect individual measures to have immediate effects. In order to change a certain situation, it is necessary to change the social climate, particularly the personal beliefs, attitudes and practices of all members of a certain society. However – based on practical experience – this often takes several decades. Therefore, our selection of data, research and campaigns is based on the availability of materials, and prioritises those produced by the Office for Women's Policy, the Office for Equal Opportunities and the Ministry of Labour, Family, Social Affairs and Equal Opportunities<sup>1</sup>, which from 2012 has included the field of gender equality at the institutional level. The selection is based on material and campaigns which are well-known to us, but we certainly do not think that we can fully claim this field.

The intention of this publication, inter alia, is to draw attention to the fact that many rights which are now taken for granted have not always been self-evident, and that they may not necessarily remain that way forever. It is not a battle between genders that we are fighting in the field of gender equality; we are fighting attempts to re-traditionalise and re-domesticate women. In other words, regardless of the high level of technological development attained by our society, constant references in the field of gender relations and division of labour are made to arguments based on so-called "naturalness", which, supposedly on the basis of the biological differences between the sexes, is used in an attempt to justify narrowing a woman's role to that of mother, housewife and carer for the elderly and those in need. At the time of its independence, Slovenia went through many positive developments: we have regulated quite a few areas that had not been regulated (e.g. violence against women) or where regulations did not take into account the differences between the situation of men and women (e.g. the introduction of the prohibition of different payments for work of equal value, measures to facilitate the reconciliation of work and family life etc.). Despite numerous improvements, gender equality is still an area with recurring needs for normative regulation, as well as awareness raising and the visibility of the gender aspect in new social phenomena.

In addition to institutional arrangements, development in this field is also thanks to numerous individual women and men, as well as civil society organisations; their contribution is invaluable, especially in the field of research, in acting as a critical mirror to public policies, with their concern that the issue of gender equality (become) remain an integral part of public discussions, and with the establishment of new practices and alignment with the needs of users of non-governmental organisations' services. Many of them have successfully cooperated with the Office for Women's Policy, the Office for Equal Opportunities and the Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities; this publication should be understood as an acknowledgement of their endeavours to achieve our common goal: a society in which women and men enjoy the same rights and have the same opportunities to contribute to social development and enjoy the same results of progress.

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<sup>1</sup> In addition to the above sources, the publication also includes databases from Eurostat, the Statistical Office of the Republic of Slovenia (SURS) and the National Institute of Public Health (NIJZ), web pages and materials from the Office for Equal Opportunities and the Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities, databases from the Legal Information System and the web pages of ministries and government agencies.

# I WHAT ARE WE TALKING ABOUT?

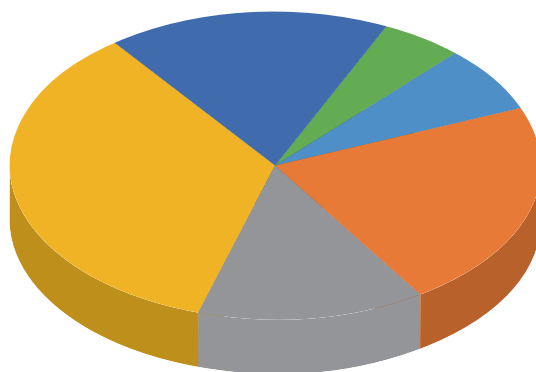
"Gender equality remains a term which provokes a number of questions. Heated debates about its meaning and the way to realise it are still ongoing. Although the promotion of gender equality concerns a whole range of different ideas, methods and strategies, their common goal is the creation of a society in which both genders mutually and respectfully participate in the search for the best solutions, and where one gender does not dominate the other. This is why gender equality concerns not only women, but both women and men."

Dr. Milica Antić Gaber, Faculty of Arts, University of Ljubljana.

## FORMAL GENDER EQUALITY

Formal gender equality means so-called legal (*de jure*) equality, i.e. the equality of women and men established by law. This means that both women and men are guaranteed the same rights, and that they must comply with the same obligations. In Slovenia, this term is often mistakenly used to mean gender equality.

Exaggerated equalisation of rights of both genders is usually not good.



■ I totally agree 7%   ■ I agree 22%   ■ I neither agree nor disagree 14%  
■ I do not agree 35%   ■ I do not agree at all 17%   ■ I do not know 5%

Source: Slovenian public opinion 2001/1.

## GENDER EQUALITY

Gender equality includes formal gender equality, but is much more. Gender equality does not imply that genders are the same or similar; it does not deny the differences between women and men nor does it suggest that women and men should be the same/similar or that they should do the same things to be the same. Gender equality is a concept meaning that women and men must be equally visible, have equal power and must equally participate in every aspect of public and private life, not only in the legal sense, but also in practice (*de facto*).

Gender inequality is visible in every area of life; in personal life, for example, men are less included in childcare, in raising children, in household chores and in care for the elderly; in short, they are less powerful in this field and they are perceived merely as assistants. In public life, this is visible, for example, in the fact that there only few women are in the most influential economic and political positions, and consequently the women in these fields are less powerful.

"Gender equality should be self-evident, but it is far from being so. We fight for it every day, at work, at home, on the streets, in our free time. Awareness of gender equality needs to be nurtured and taught to the youngest generation. Gender equality is a part of raising children, a social ideal, and the reflection of mutual respect of the female and male element of the society."

Tanja Fajon, Member of the European Parliament in 2009–2014 and 2014–2019 terms.

## FEMINISM

Feminism could be considered as a fight for social fairness, as a movement against a gender-imbalanced arrangement of the world. There are many definitions of feminism, because the movement appeared in various forms throughout history and had various objectives. In current Slovenian society, "being a feminist" often has a negative connotation. The reason for this frequently lies in a misconception of this social movement. The reply to this misconception by an Australian feminist and academic, Dale Spender is, "Feminism has fought no wars. It has killed no opponents. It has set up no concentration camps, starved no enemies, practised no cruelties. Its battles have been for education, for the vote, for better working conditions...for safety on the streets...for childcare, for social welfare...for rape crisis centres, women's refuges, reforms in the law. If someone says: "Oh, I'm not a feminist," I ask, "Why, what's your problem?"<sup>2</sup>

"In Slovenian institutional politics, the label "women's policy", which determines policy with the objective of eliminating subordinate relationships related to gender, was superseded by the labels "equal opportunities" and "gender equality" or "equality of men and women", i.e. labels which relativise inequalities and deny discrimination against women. The renaming was also followed by the institutional marginalisation of this policy (dissolution of the government body) and all of this causes the fear that in critical situations or situations, where the key political imperative includes competitiveness and the individualisation of responsibilities, this policy would be reduced to dead letters in legal acts."

Dr. Metka Mencin Čeplak, Member of the National Assembly (1990–1992).

## SEXISM

The term denotes "various forms of domination of one gender over the other"<sup>3</sup>, it appears in obvious forms (e.g. lower pay for women for the same work, unbalanced representation of women in positions of political decision-making) and in covert forms (e.g. jokes about blondes, the glorification of women merely as a mother, the undesirability of men to express certain feelings, the existence of invisible obstacles to the promotion of women (glass ceiling, glass labyrinth) the existence of invisible accelerators of career development for men (glass elevator etc.). Roughly speaking, it can be said that sexism means that we generalise certain features (e.g. women are emotional, men are rational) or behaviour (e.g. women cannot drive, men cannot take care of children) to one gender.

"The less the people know about gender equality, the more naive they are in believing that equality has been achieved. For equality in socialism, it was not enough that women worked full time, and therefore it is not enough today that girls climb trees and that they are equal to men when it comes to lifting weights in fitness centres. Gender equality is personal and social posture, a world view; it is the understanding of "democracy from the bottom". Gender equality is a recognition that history, tradition and religious views of the world – self-evident as breathing air – influence the upbringing, education, every social structure, interrelations and self-understanding of each individual. Gender equality is not a privilege of some women and men; it is a vision, which includes all women and men of different cultures and ethnic groups, religions, ages, physical and other personal characteristics."

Dr. Darja Zaviršek, Faculty of Social Work, University of Ljubljana.

<sup>2</sup> Source: <http://www.feministpeacenet.org/2008/03/24/feminism-has-fought-no-wars/>

<sup>3</sup> Source: Maca Jogan. 2001. Seksizem v vsakdanjem življenju. (Sexism in Everyday Life), Ljubljana, Faculty of Social Sciences.



## CHAUVINISM

The term refers to the belief of one gender that they are worth more than the other; most often the term "male chauvinism" is used, which denotes the belief that women are less competent than men, intellectually and otherwise.

*"We are making progress every day and in every respect. Are we really? I wish it were like that, but I know that the fight is far from being completed. Particularly in the field of the media, where I work, I find that female professionals are less desired co-speakers in the most highly rated TV shows, judging from analyses of the share of guests by gender. There are many challenges before us in our efforts to achieve gender equality and formal gender equality."*

*Nataša Briški M.Phil., Meta Science Web Portal.*

## DISCRIMINATION

In general, there are two types of discrimination: direct and indirect discrimination. When direct discrimination on grounds of gender is concerned, this means that someone is being treated less favourably in the same or similar situations than a person of the other gender. An example of direct discrimination would be if you were charged more for the same service in a hair salon than a person of the other gender, or if you were told at a job interview that you meet all the necessary conditions but they wanted a person of the other gender etc.

Indirect discrimination on grounds of gender exists when a person of one gender is in a less favourable position in the same or similar situations than a person of the other gender (excluding exceptional cases) because of a seemingly neutral regulation, criterion or practice. An example of indirect discrimination would be if a law indicated that the first day of absence for the care of a sick family member was not paid. This regulation would seem to be neutral; however, an in-depth assessment shows that it would affect women more, since women use 80 per cent and men 20 per cent of their leave to care for the ill, particularly children.

*"There is a large gap between law and every-day life: all types of discrimination occur before our eyes on a daily basis unsanctioned. This is harmful to everyone; it is a violation of the human dignity of the victims and a denial of their equal value, and at the same time, it destroys trust in the law, rights and the state. The worst problem is carelessness. The right to equal treatment must first be respected by the state and the people running it: they must not accept any compromises in its protection and respect and they must set an example themselves. Everything is in vain until this is done. No efforts for actual equality can replace this."*

*Boštjan Vernik Šetinc, Advocate of the Principle of Equality, 2010–2016*

## GENDER STEREOTYPES

Stereotypes are generalised and simplified perceptions of women and men and their social roles. We find them in all spheres of life: in the family, kindergarten, school, workplace, media, choice of education and employment, sports, free-time activities etc. Often they are so embedded in our lives that we accept them as self-evident and act accordingly. They constitute one of the most persistent causes of gender inequality in society, as they may, inter alia, influence key decisions about the interests, education and career paths of women and men.

**Sexist stereotypes, i.e. phrases/clichés, which sometimes refer to men and women, are the main cause of numerous inequalities. Where do you think such sexist stereotypes are most frequent? (maximum three answers)**

	In working life	In advertising	In news media	In politics	In the world of sport	In the police	In school programmes	They do not exist
<b>EU-27</b>	54%	34%	25%	24%	16%	14%	9%	4%
<b>Slovenia</b>	50%	28%	30%	32%	11%	12%	7%	4%

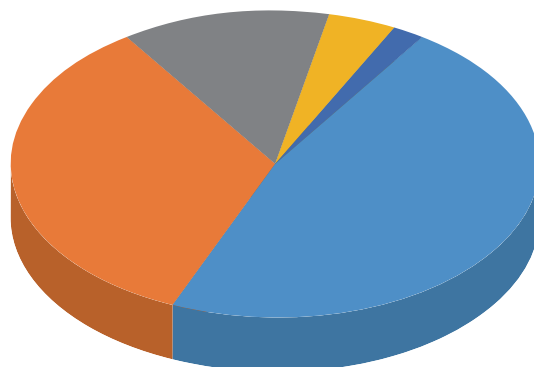
Special Eurobarometer 326: Gender equality in the EU in 2009.

*"It is imperative to get beyond the essentialisation of masculinity and femininity. This mental change thus requires that the male and female gender stop being viewed as two opposing binary fields, because this view merely reinforces and justifies existing gender inequalities. An individual's identity also consists of other essential closely interwoven dimensions; e.g. psychological, class and politically-ideological. Only with this understanding in mind can we endeavour to free all genders from fixed notions of inequality in different spheres of social life."*

*Alen Toplišek, doctoral candidate, Queen Mary University of London (2015).*

## NON-SEXIST LANGUAGE USE

It would be necessary to also use feminine grammatical gender in speech and in writing.



■ I absolutely agree 47%    ■ I agree 34%    ■ Neither one or the other 13%  
■ I do not agree 4%    ■ I do not agree at all 2%

Source: Women in Political Parties, 1994. Survey of female members of parliamentary political parties, 1993.

Slovenian language uses masculine and feminine grammatical genders. Despite this fact, the use of the masculine form, which was supposed to be understood as neutral by readers, prevails in the large majority of texts. Such, gender non-sensitive, use of language can also be described as sexist, as it takes the masculine gender as a basis and neglects the feminine gender, thus causing it to be invisible. An important step in the field of the non-sexist use of language was taken when all occupations in the standard nomenclature of occupations were declared equal in both versions, i.e. masculine and feminine (1999). The next important step was taken when the Rules of Procedure of the National Assembly (2002) determined that all legislative proposals must reasonably use feminine and masculine forms in those first articles or chapters of the proposed acts which define the basic subjects of such acts, stating that in the text thereafter the masculine form was to be used to refer to both genders.

## II IMPORTANT LEGISLATIVE AND INSTITUTIONAL MILESTONES

This publication includes the period after 1990, which is why many important rights obtained already at the time of the Socialist Federal Republic of Yugoslavia (e.g. the general right to vote was obtained in 1946; the provision on free choice concerning birth control was included in the Constitution in 1974; parents gained the right to share child-care leave in 1976; the right to counselling on family planning and the availability of contraception and the right to an abortion on other than medical grounds were obtained in 1977, the obligation of insuring all persons in households who work on farms was enacted in 1983, and in 1986, the child-care leave was extended from 8 months to one year etc.) are not particularly emphasised.

*"In twenty years, significant progress was made in the field of legislation, which is no longer gender insensitive and blind, but requires gender equality and prohibits gender discrimination. There was a lot of awareness raising about the problems and obstacles which are encountered, particularly by women, in different fields, and which hinder real equality between women and men in everyday life. Despite all these efforts, the situation of women is changing at a slow pace. It is much easier to change something on paper than in minds. Traditional patterns and roles connected to gender are still deeply rooted. Not only men, but women, too, who often put the expectations of society first and not their own wishes and needs. Quite a lot of time will be needed for women and men to realise the benefits of gender equality."*

*Tanja Salecl M.Phil., Director of the Office for Equal Opportunities, 2004–2008 and 2010–2012.*

<b>1990</b>	Establishment of the Commission for Women's Policy at the Assembly of the Republic of Slovenia. Its basic tasks are related to giving comments and standpoints on legislative proposals in order to provide opportunities to women to achieve equal positions, maintain existing rights, monitor the status of women, and make suggestions to the Government and the Assembly to improve the situation. The Commission cooperates with civil and social movements and professional public.
<b>1991</b>	Enactment of the Constitution of the Republic of Slovenia which, inter alia, provides that every person is guaranteed the same human rights and fundamental freedoms regardless of gender, that marriage is based on the equality of spouses, that birth control is a free choice, and that voting rights are general and equal.
<b>1992</b>	<p>The Government of the Republic of Slovenia establishes the Office for Women's Policy. Its key tasks are: monitoring the status of women in all areas of life and work, maintaining existing rights, cooperation on the preparation of legislation, preparation of legislation, measures and documents which positively influence the status of women in the country.</p> <p>Establishment of the Commission for Women's Policy at the National Assembly of the Republic of Slovenia.</p> <p>The Ministry of Health, Family and Social Security, the Ministry of Labour, the Ministry of Education and Sport and Statistical Office of the Republic of Slovenia prepare a report on the status of women in Slovenia. The key problem in the preparation of the report is the lack of information broken down by gender.</p> <p>The Commission for Women's Policy of the National Assembly of the Republic of Slovenia prepares a report on the status of women in the Republic of Slovenia. The report is somewhat broader than the governmental report and encompasses the status of women in the fields of education, employment, politics, family and health.</p> <p>The Health Services Act make preventive health care for women a mandatory feature of primary health services which must be performed by all medical centres.</p> <p>The Republic of Slovenia signs the United Nations Convention on the Elimination of all Forms of Discrimination against Women as a legal successor to the Socialist Federal Republic of Yugoslavia.</p>

1993	The Republic of Slovenia submits an initial report on measures adopted for the elimination of all forms of discrimination against women to the United Nations Committee on the Elimination of All Forms of Discrimination against Women.
	The Criminal Code of the Republic of Slovenia make breaching the principle of equal treatment a criminal offence: a person who deprives, limits or grants someone a human rights and fundamental freedom on grounds of gender difference is punished.
	The Family Benefit Act gives the insured farming population the entitlement to benefits during absence from work and the same right to maternity leave and child-care leave as employed parents. If the parents are not insured for this right, they have the right to parental allowance.
	Passage of the Human Rights Ombudsman Act. The first Human Rights Ombudsman begins work on 1 January 1995.
	The Resolution on the Foundations of Family Policy is adopted, and its fundamental principle is the promotion of the same opportunities for both genders; its more concrete objective is to create conditions for a better reconciliation between the family and work obligations of parents and encourage the equal responsibility of both parents.
	Entry into force of the Family Benefits Act, which replaces the 1979 Social Child Care Act. The act provides financial compensation during maternity leave, parental benefits, aid for the purchase of products and gear for new-born children, a child allowance and child-care allowance. Financial compensation for maternity leave amounts to 100 per cent of average monthly salary in twelve months before the beginning of maternity leave (the basis) and cannot be lower than the guaranteed minimum wage.
1994	The Political Parties Act provides that party rules must define the manner of providing equal opportunities for both genders when selecting candidates for elections. The proposal that parties should guarantee equal representation by both genders on electoral lists is not adopted.
1996	Establishment of the Commission for the Policy of Equal Opportunities for Women and Men at the National Assembly of the Republic of Slovenia.
	Passage of the Organisation and Financing of Education Act, which provides for the development of awareness on gender equality, equal opportunities for both genders and respect for human rights and fundamental freedoms.
1997	The Republic of Slovenia defends its initial report on the implementation of the provisions of the Convention on the Elimination of All Forms of Discrimination against Women before the United Nations Committee on the Elimination of All Forms of Discrimination against Women.
1998	An amendment to the Criminal Procedure Act introduces a prohibition on approaching a certain place or person, including women who are victims of domestic violence, as an alternative measure to arrest.
	Establishment of the Intergovernmental working group for the integration of the principle of gender equality (Ministry of Labour, Family and Social Affairs, Ministry of Education and Sport, Ministry of the Interior, Office for Women's Policy), whose task is to prepare the strategy for the inclusion of the aspect of gender in the everyday work of the Government at all levels.
	The Office for Women's Policy introduces a toll-free telephone number 080 12 13 which at first is intended in particular for women facing different forms of discrimination and violations of legislation in the labour market; later, counselling is also extended to other areas.
1999	The Republic of Slovenia submits to the United Nations Committee on the Elimination of All Forms of Discrimination against Women the second report on measures adopted for the elimination of all forms of discrimination against women.
	In the Criminal Code of the Republic of Slovenia, the criminal offence of violence is supplemented by domestic violence and the descriptions of the criminal offences of pimping and procuring are amended.
	The Guarantee and Maintenance Fund of the Republic of Slovenia Act determines that in the event of non-payment of maintenance payments the Guarantee and Maintenance Fund is competent for settling liabilities in the framework of the children's rights.
2000	In the period between 2000 and 2004, the National Assembly of the Republic of Slovenia does not have a special working body for gender equality policy.
	Adoption of the National Programme for Social Protection until 2005, which includes measures for women and children who are victims of violence.
	Adoption of the National Health Care Programme which, among other things, provides two measures, i.e. the promotion of sexual and reproductive health and the study of the adverse effects on health of individual groups of the population, with an emphasis on pregnant women.

<b>2000</b>	<p>Passage of the new Pension and Disability Insurance Act – in the acquisition of rights to old-age pension, the conditions are not equal yet for both genders; women can retire two years earlier than men (as compensation for unpaid care and household work).</p>
<b>2001</b>	<p>The new Occupational Health and Safety Act requires employer to ensure that pregnant workers receive adequate information on health and safety risk assessment results and on the employer's measures to ensure health and safety at work.</p> <p>The Office for Women's Policy is renamed the Office for Equal Opportunities.</p> <p>Establishment of the Commission for Women in Science to promote the role of women in science.</p> <p>Passage of the Parental Protection and Family Benefit Act (applicable from 2002 and 2003) which defines paternity leave; the right to child-care leave is no longer an original right of the mother, but of both parents; the manner of exercising this right must be agreed between the parents and its use is flexible (full or partial absence from work). The Act also introduces credit for parents who do not use the entire child-care leave, and part-time work due to parenthood.</p> <p>Establishment of the expert council for the problem of violence against women as a consulting body for the Minister of the Ministry of Labour, Family and Social Affairs.</p> <p>The Government establishes the Inter-ministerial Working Group on Combating Trafficking in Human Beings, which acts as an expert and advisory body.</p> <p>The National Programme of the Labour Market Development and Employment by 2006 is adopted; it includes measures to increase women's participation in education and training programmes, support women's entrepreneurship, reduce segregation in the labour market and salary inequalities between women and men, and prevent, detect and eliminate all forms of discrimination.</p> <p>In the subsequent legislative referendum on the treatment of infertility and medically assisted reproductive procedures, voters refused to ratify the Act Amending the Infertility Treatment and Procedures of Biomedically-assisted Procreation Act, which would have allowed the artificial insemination of single women.</p>
<b>2002</b>	<p>Passage of the Equal Opportunities for Women and Men Act, which provides common bases for the advancement of women and the creation of equal opportunities for women and men in political, economic, social, educational and other spheres of social life. The Act, inter alia, defines indirect and direct discrimination on grounds of gender and gender balance, introduces an instrument for the advocacy of equal opportunities for women and men and tasks ministries – and enables local communities – to appoint coordinators for equal opportunities.</p>
<b>2003</b>	<p>The gradual beginning of the enforcement of the non-transferable right of fathers to paternity leave for a total of 90 days provided in the Parental Protection and Family Benefit Act of 2001.</p> <p>The Republic of Slovenia defends its second and third periodical report on the implementation of the provisions of the Convention on the Elimination of All Forms of Discrimination against Women before the United Nations Committee on the Elimination of All Forms of Discrimination against Women. The key recommendations of the Committee are related to strengthening the Government Office for Equal Opportunities, the adoption of legislation on violence against women, the adoption of a comprehensive strategy to combat trafficking in women and girls, the low representation of women in elected and appointed positions, a reduction in the rate of maternal mortality and the encouragement of the media to actively change gender stereotypes.</p> <p>Within the framework of the Office for Equal Opportunities, the Advocate of equal opportunities for women and men begins her work; she deals with cases of alleged unequal treatment on the grounds of gender. In 2005, the treatment of such cases is taken over by the Advocate of the Principle of Equality.</p> <p>The Employment Relationship Act passed in 2003 prohibits sexual harassment in the workplace for the first time. Important measures from the perspective of gender equality also include: prohibition of discrimination, prohibition of the publication of a job vacancy only for one gender, prohibition of asking employment candidates questions on family or marital status, pregnancy, family planning, the principle of equal pay for the same work and work of equal value, the reconciliation of work and family life, protection due to pregnancy and parenting etc.</p> <p>Passage of the Rules on the protection of health of pregnant workers, workers who have recently given birth and breastfeeding workers at work, whereby the worker is entitled to paid absence from work for the period of preventive checks related to pregnancy, childbirth and breastfeeding which can not be carried out outside regular working hours.</p> <p>The Police Act introduces a prohibition on approaching a certain place or person, which in cases of domestic violence may be ordered by a police officer.</p> <p>The Housing Act also enables the allocation of housing units for lease to victims of domestic violence on the basis of the list of entitled persons (i.e. without a public tender).</p>

2003	The Social Care Act is supplemented by a provision which ensures adults with a profound mental disorder and physically-impaired adults the right to a family assistant. This relieves women in particular, who are the main carers of the people in need.
	Amendment to the Health Care and Health Insurance Act, in which farmers and members of their households engaged in agricultural activity as the only or main profession who generate income, and are included in the pension and disability insurance on that basis, are also included as insured persons. This improves the health care of rural women.
2004	The Election of Slovenian Members to the European Parliament Act requires that lists of candidates must include no less than 40 per cent of candidates of each gender and also provides the system for drawing up lists of candidates.
	Establishment of the Commission for Petitions, Human Rights and Equal Opportunities at the National Assembly of the Republic of Slovenia. The Commission monitors and examines issues related to the implementation of the policy of equal opportunities and the implementation of the equal inclusion of women and men in all areas of social life. It also discusses proposed acts and other acts related to human rights and fundamental freedoms and to ensuring equal opportunities.
	Passage of the Constitutional Act amending Article 43 of the Constitution of the Republic of Slovenia, which authorises the legislator to determine legislative measures to promote equal opportunities for women and men to stand as candidates in elections to national and local community authorities.
	Passage of the Implementation of the Principle of Equal Treatment Act, which is a fundamental and general act on the prohibition of discrimination on the basis of any personal circumstances, including gender. The Act, inter alia, introduces an instrument for the advocacy of the principle of equal treatment – in an informal procedure, the Advocate deals with cases of alleged discrimination based on personal circumstances.
	Establishment of the Council of the Government of the Republic of Slovenia for the Implementation of the Principle of Equal Treatment, which monitors, establishes and assesses the situation of individual social groups in the light of the realisation of the principle of equal treatment, formulates proposals, initiatives and recommendations for the adoption of regulations and measures to promote education, raising awareness and research in the field of equal treatment.
	The Decree regulating the criteria for implementation of the principle of balanced representation of women and men defines the procedure for assuring balanced representation of women and men in the composition of the working bodies of, and in the appointment and nomination of, representatives of the Government.
	The Criminal Code redefines criminal offences: abuse of prostitution, procuring and trafficking in human beings.
	Passage of the Act Ratifying the Optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women. The Act requires the State to recognise the competence of the UN Committee on the Elimination of Discrimination against Women and to accept and discuss the statements of persons who claim to be victims of violations of any of the rights in the Convention attributable to a State Party.
	Slovenia ratifies the United Nations Convention against Transnational Organised Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.
2005	The Act Amending the Local Elections Act provides the minimum share of each gender on lists of candidates (20 per cent in 2006, 30 per cent in 2010 and 40 per cent from 2014 onwards) and the system for drawing up lists of candidates.
	Adoption of the first Resolution on the National Programme for Equal Opportunities for Women and Men 2005–2013. This strategic document provides objectives and measures as well as key policy makers for the achievement of gender equality in individual areas of the life of women and men.
	The Civil Servants Act is amended to prohibit any unwanted physical, verbal or non-verbal conduct or behaviour by a civil servant which is based on any personal circumstance (including gender) and which creates an intimidating, hostile, degrading, humiliating or offensive working environment for any person and insults their dignity.
2006	Entry into force of the new Protection of Public Order Act, which specifically defines offences related to domestic violence and provides higher penalties than the existing ones.
	The Republic of Slovenia submits its fourth report on the implementation of the provisions of the Convention on the Elimination of All Forms of Discrimination against Women to the Committee on the Elimination of Discrimination against Women. Slovenia advocates the report in 2008, and the Committee recommends the strengthening of the Office for Equal Opportunities, including an increase in financial resources and the number of employees, the assurance of the independent status of the advocate of equal opportunities for women and men, and reinforcement of efforts to increase the participation of women in political life.

<b>2007</b>	The Employment Relationship Act redefines sexual harassment and harassment on grounds of gender. Sexual harassment is any form of unwanted verbal, non-verbal or physical conduct or conduct of a sexual nature that occurs with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment. Harassment on grounds of gender is any undesired conduct related to gender with the purpose or effect of violating the dignity of a person, or of creating an intimidating, hostile, degrading, humiliating or offensive environment.
<b>2008</b>	<p>Passage of the Family Violence Prevention Act, which defines various forms of family violence, determines the role, tasks, network and cooperation of various state authorities and non-governmental organisations when dealing with family violence, and provides for measures to protect victims of family violence.</p> <p>A new Criminal Code is adopted, and for the first time it defines domestic violence as a specific offence.</p> <p>The Pre-School Institutions Act provides that, in a case when more than one child in the family is included in a pre-school institution, it is free of charge for the younger children. The right changes in 2012 with the Fiscal Balance Act, i.e. parents pay 30 per cent of the cost for the second child and are exempt from payment for younger children. Accessible childcare is particularly important for the presence of women in the labour market, as generally women tend to be the ones caring for children.</p> <p>Adoption of the Resolution on the National Health Care Plan 2008–2013, with one of its objectives being the reduction of health inequalities between the genders.</p>
<b>2009</b>	<p>Adoption of the first Resolution of the National Programme for Family Violence Prevention 2009–2014, which determines the objectives, measures and key policy makers to prevent and reduce domestic violence.</p> <p>The Government adopts the Decree on measures for protecting the worker's dignity at work in state administration, and provides measures to prevent and deal with sexual harassment and other forms of harassment and maltreatment.</p>
<b>2010</b>	The School Meals Act introduces a subsidy for school lunch for primary and secondary school children enrolled in mainstream education. The Exercise of Rights from Public Funds Act adopted in 2012 abolishes the general subsidy (two-thirds of a meal price) and maintains it for the socially weak. Organised school meals facilitate a better balance between family and work obligations, particularly of women.
<b>2011</b>	<p>The Republic of Slovenia signs the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. The Convention provides a comprehensive set of obligations for violence prevention, the protection and support of victims, the prosecution of offenders and comprehensive and coordinated action, and it strengthens the responsibility of governments for the promotion of gender equality and the protection of the human rights of victims of such violence.</p> <p>The new Occupational Health and Safety Act is adopted, requiring employers to take measures to prevent, eliminate and deal with cases of violence, ill-treatment, harassment (including on grounds of gender), and other forms of psychosocial risks at work which may endanger workers' health.</p> <p>The Resolution on the Research and Innovation Strategy of Slovenia 2011–2020 is adopted. One of its objectives is to improve career opportunities for researchers and incorporate the principle of gender equality.</p>
<b>2012</b>	<p>The Government of the Republic of Slovenia closes down the Office for Equal Opportunities; the area of work is taken over by the Ministry of Labour, Family and Social Affairs.</p> <p>The Fiscal Balance Act reduces the amount of parental allowance, with the exception of the maternity allowance, from 100 per cent of the basis to 90 per cent of the basis and limits it to a maximum of double the average salary (previously two and a half times). The Act also abolishes the right to free kindergarten for the second child (now the cost amounts to 30 per cent of the statutory payments) and reduces the share of funding from compulsory insurance (from 85 to 80 per cent) for health services in relation to the identification of reduced fertility, artificial insemination, sterilisation and artificial termination of pregnancy.</p>
<b>2013</b>	<p>The Ministry of Labour, Family and Social Affairs is renamed the Ministry of Labour, Family, Social Affairs and Equal Opportunities.</p> <p>Passage of the Police Tasks and Powers Act, which replaces the Police Act and amends police powers when enforcing restraining orders with the detention of offenders who do not abide by the order.</p> <p>Entry into force of the Pension and Disability Insurance Act, which gradually (until 2019) equalises the retirement age for women and men.</p> <p>Passage of the new Employment Relationship Act, which limits the right to breaks for breastfeeding during working hours for employees who work full-time to 18 months of the child's age.</p> <p>The Intervention Measures for the Labour Market and Parental Protection Act reduces maternity allowances from 100 per cent to 90 per cent of the basis.</p>

2014	<p>Passage of the new Parental Protection and Family Benefit Act, which gives each parent the right to parental leave for a period of 130 days, whereby a mother may transfer 100 days of this leave to the father, with 30 days remaining non-transferable. The father may transfer 130 days of parental leave to the mother. One parent takes it immediately after the expiry of maternity leave. Paid paternity leave (previously 15 days) is gradually extended to 30 days.</p>
	<p>The Republic of Slovenia submits its fifth and sixth reports on progress under the Convention on the Elimination of All Forms of Discrimination against Women before the United Nations Committee on the Elimination of All Forms of Discrimination against Women. Slovenia defends the reports in 2015, and the Committee, inter alia, recommends strengthening the national mechanism for gender equality, the adoption of the protection against discrimination act, the adoption of the national programme for the prevention of domestic violence and violence against women, activities in the field of trafficking in human beings, taking into account the gender dimension, and increasing the representation of women on management boards etc.</p>
2015	<p>The Republic of Slovenia ratifies the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence.</p>
	<p>The Criminal Code is supplemented with the criminal offences of stalking and forced marriage or a similar union.</p>
	<p>Adoption of the Resolution on the National Programme for Equal Opportunities for Women and Men 2015–2020.</p>
	<p>Establishment of the Expert Council for Gender Equality. This is an expert and advisory body of the Ministry of Labour, Family, Social Affairs and Equal Opportunities, which monitors the implementation of the provisions of the Equal Opportunities for Women and Men Act and the objectives and measures of the Resolution on the National Programme for Equal Opportunities for Women and Men, monitors and assesses the situation and progress made in the achievement of equality between women and men in various areas of social life, makes initiatives, suggestions and recommendations for the adoption of legislation and measures for the promotion of education, awareness-raising and research in the field of gender equality etc.</p>
2016	<p>Passage of the Protection against Discrimination Act, which replaces the Implementation of the Principle of Equal Treatment Act. The Act, inter alia, provides for the protection of persons against discrimination regardless of gender, nationality, race or ethnic origin, language, religion or belief, disability, age, sexual orientation, sexual identity and sexual expression, social status, property status, education, or any other personal circumstance; as a stand-alone state authority in the field of protection against discrimination, it establishes the Advocate of the Principle of Equality (previously, the Advocate had worked under the Office for Equal Opportunities, and under the Ministry of Labour, Family, Social Affairs and Equal Opportunities after 2012), it defines and prohibits discrimination and determines bodies and measures to promote equal treatment.</p>
	<p>Establishment of the Inter-ministerial working group for monitoring the implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), which is responsible for harmonising, implementing, monitoring and evaluating policies and measures for preventing and combating all forms of violence covered by the Istanbul Convention.</p>

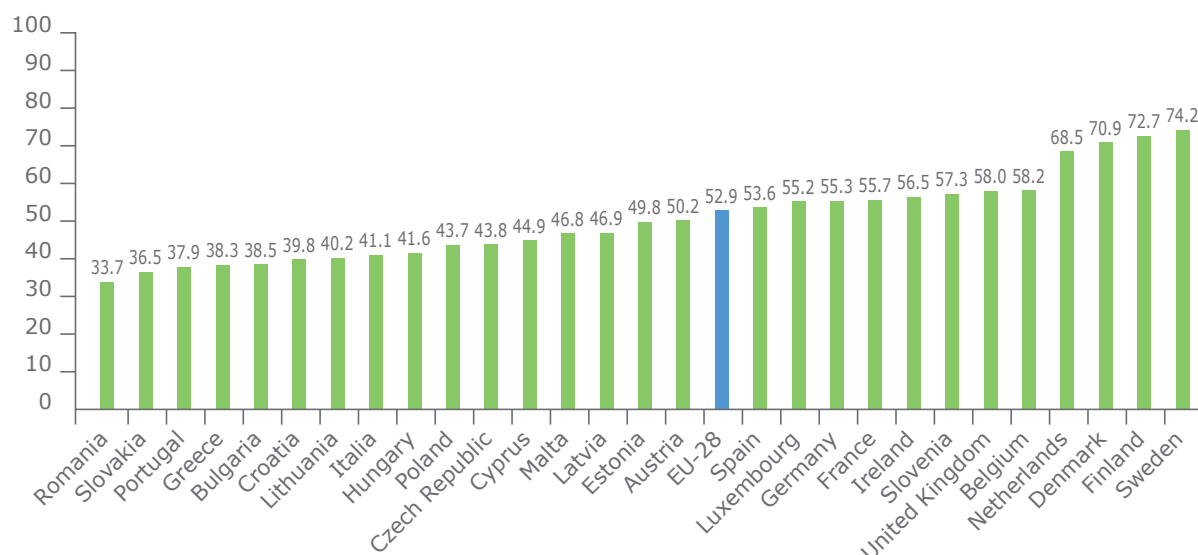
*"Based on the analysis of documents, the results of on-line surveys and expert interviews, it can be observed that the closing down of the Office in March 2012 and the inclusion of its work in the framework of the Ministry of Labour, Family, Social Affairs and Equal Opportunities had more negative than positive consequences. Consideration should be given to the future institutional placement of the body responsible for coordinating policies in the field of gender equality. [...] On the basis of the analysis, it can be seen that it would be optimal if an institution with financial and organisational autonomy were the principal manager of gender equality."*

*Evaluation of the implementation of the Resolution on the National Programme for Equal Opportunities for Women and Men, 2005–2013.<sup>4</sup>*

<sup>4</sup> Source: Kanjuro-Mrčela, Aleksandra, Filipovič Hrast, Maša, Humer, Živa. 2014. Evaluation of implementation of the Resolution on the National Programme for Equal Opportunities for Women and Men 2015 - 2016. This source is used everywhere, where the reference is made on the evaluation of the Resolution.



# III WHEN COMPARED TO THE EUROPEAN UNION



Source: Gender Equality Index 2015.

The Gender Equality Index<sup>5</sup>, developed by the European Institute for Gender Equality, measures gender equality in the EU. The latest available data cover the period between 2005 and 2012. The index measures gender gaps in many areas: work, money, knowledge, time, power, health, violence and intersecting inequalities. At the level of the EU-28, the Gender Equality Index is just over halfway towards full equality (52.9 out of 100 points), Slovenia is slightly above average (57.3). In seven years (2005–2012), the rate of progress at the EU-28 level has been low (1.6 points). The countries nearest to reaching gender equality are Member States of the European North: Sweden (74.2), Finland (72.7), Denmark (70.9) and the Netherlands (68.5). The worst results, on the other hand, were from Portugal (37.9), Slovakia (36.5) and Romania (33.7).

Gender Equality Index	2005	2010	2012
EU-28	51.3	52.4	52.9
Slovenia	52.7	54.9	57.3

Source: Gender Equality Index 2015.

## Individual areas in detail

### Work

In the field of work in Slovenia, which includes information such as the full-time equivalent employment rate, duration of working life, sectoral segregation (employment in education, human health and social work activities), flexible personal/family arrangements (the ability to take an hour or two off during working hours to take care of personal or family matters) and work intensity (working to tight deadlines), a downward trend in gender equality can be seen, while the situation in the EU-28 is slightly improving.

<sup>5</sup> Source: Gender Equality Index 2015. Measuring gender equality in the European Union 2005–2012. Report. European Institute for Gender Equality, 2015.

The lowest scores in Slovenia as well as in the EU-28 were achieved in the field of segregation and quality of work, where we are only slightly over halfway (52.2 out of 100 points); we achieved the best scores in the field of participation (77.4 points in Slovenia, 72.3 in the EU-28).

	Gender Equality Index			Work			Participation			Segregation and quality of work		
	2005	2010	2012	2005	2010	2012	2005	2010	2012	2005	2010	2012
<b>EU-28</b>	51.3	52.4	52.9	61.1	62.2	61.9	71.6	72.8	72.3	52.2	53.1	53.0
<b>Slovenia</b>	52.7	54.9	57.3	65.9	65.3	63.6	80.9	80.5	77.4	53.7	52.9	52.2

Source: Gender Equality Index 2015.

## Money

The domain of money covers data such as mean monthly earnings, mean equivalised net income, share of population aged 60 years or more that is not at risk of poverty, and income distribution. In both the EU-28 and in Slovenia, the index for all three sub-domains (money, financial resources and economic situation) shows a slight upward trend. We achieved the best results regarding the economic situation, with 96.1 out of 100 points in 2012, and we are 17 points above the EU-28 average. Most efforts will have to be put into the field of financial resources, where we achieved 52.9 points and are 5.1 points below the EU-28 average.

	Gender Equality Index			Money			Financial resources			Economic situation		
	2005	2010	2012	2005	2010	2012	2005	2010	2012	2005	2010	2012
<b>EU-28</b>	51.3	52.4	52.9	64.1	67.0	67.8	52.2	56.8	58.0	78.7	79.0	79.1
<b>Slovenia</b>	52.7	54.9	57.3	65.9	70.3	71.3	46.0	51.6	52.9	94.4	95.9	96.1

Source: Gender Equality Index 2015.

## Knowledge

The domain of knowledge covers data on graduates in tertiary education (the share of the population aged 15–74), the share of tertiary students in the fields of education, health and welfare, humanities and arts, and the share of people participating in formal or informal education and training (aged 15–74). Slovenia does not perform well in this area; in the field of knowledge, educational attainment and segregation we failed to achieve even 50 points, and in the field of lifelong learning, we slightly exceeded this limit. Though we are 9.2 points above the EU-28 average in the field of lifelong learning, the score for educational attainment and segregation is 9.5 points below the average.

	Gender Equality Index			Knowledge			Educational attainment and segregation			Lifelong learning		
	2005	2010	2012	2005	2010	2012	2005	2010	2012	2005	2010	2012
<b>EU-28</b>	51.3	52.4	52.9	52.1	49.1	49.1	55.6	57.7	56.7	48.9	41.8	42.5
<b>Slovenia</b>	52.7	54.9	57.3	52.3	51.4	49.4	43.7	46.4	47.2	62.7	57.0	51.7

Source: Gender Equality Index 2015.

## Time

This domain includes data such as the share of workers caring for and educating their children or grandchildren every day for 1 hour or more, and the share of workers doing cooking and housework every day for 1 hour or more, the share of workers doing sporting, cultural or leisure activities outside of their home at least every other day, and the share of workers involved in voluntary or charitable activities at least once a month. This is the domain of the Gender Equality Index, where we are not even halfway to equality either at the level of the EU-28 or at the level of Slovenia. Slovenia otherwise achieved better scores in all three sub-domains (time, care, social) than the EU-28 average; the biggest difference is in the social sub-domain, where our score exceeds the EU-28 average by 14.4 points.

	Gender Equality Index			Time			Care			Social		
	2005	2010	2012	2005	2010	2012*	2005	2010	2012*	2005	2010	2012*
<b>EU-28</b>	51.3	52.4	52.9	41.5	37.6	37.6	41.5	42.8	42.8	41.5	33.0	33.0
<b>Slovenia</b>	52.7	54.9	57.3	53.4	46.6	46.6	39.6	45.9	45.9	72.0	47.4	47.4

\* Due to the lack of data, calculations are based on data from 2010.

Source: Gender Equality Index 2015.

## Power

This set includes information such as the representation of men and women as ministers, in parliaments and regional assemblies, the share of men and women on the boards of the largest quoted national companies, and the share of women and men in central banks. Slovenia exceeds the EU-28 average in the sub-domain of economic power, but in the sub-domain of political power it is below average. All these sub-domains have shown a rising trend in Slovenia in the last seven years; it is expected that in the next index calculation this trend will have risen even more for the sub-domain of political power, since the share of women increased at the election in 2010 as well as in 2014, and at the moment women account for half of the ministerial positions in the Government.

	Gender Equality Index			Power			Political			Economic		
	2005	2010	2012	2005	2010	2012	2005	2010	2012	2005	2010	2012
<b>EU-28</b>	51.3	52.4	52.9	31.4	37.9	39.7	38.8	50.2	49.8	25.4	28.5	31.7
<b>Slovenia</b>	52.7	54.9	57.3	26.7	35.9	47.2	18.9	43.0	38.5	37.6	29.9	58.0

Source: Gender Equality Index 2015.

## Health

This index domain includes data such as (very) good self-perceived health, life expectancy, population without unmet needs for medical or dental examinations. In the field of access to (dental) health services, Slovenia achieved complete gender equality, and the remaining two (health and status) show a trend of improvement. Compared to the EU-28, we did better in the sub-domain of access and health, while in the sub-domain of status we are 5.2 points below average.

	Gender Equality Index			Health			Status			Access		
	2005	2010	2012	2005	2010	2012	2005	2010	2012	2005	2010	2012
<b>EU-28</b>	51.3	52.4	52.9	87.8	90.0	90.0	85.2	86.6	86.4	90.4	93.7	93.8
<b>Slovenia</b>	52.7	54.9	57.3	88.4	88.7	90.1	78.2	78.7	81.2	99.9	100.0	100.0

Source: Gender Equality Index 2015.

## Intersecting inequalities

This index domain includes data such as the employment rates of minorities and/or migrants, employment rates of older workers, employment rates of lone parents/carers. As a result of early retirement in the past, Slovenia achieved low scores, particularly in the sub-domain of the employment of older workers. The result is better in gender equality in the sub-domain of the employment of lone parents/carers, although we regressed by 12.2 points in the observed seven years.

	Foreign-born		Country nationals		Older workers (55–64)		Workers aged 15–54		Single with dependent children		Single without dependent children	
	2005	2012	2005	2012	2005	2012	2005	2012	2005	2012	2005	2012
<b>EU-28</b>	71.6	75.8	74.1	77.2	48.6	57.1	76.3	79.3	73.2	73.6	79.5	82.4
<b>Slovenia</b>	85.5	78.4	80.1	79.7	27.3	35.0	87.4	88.7	96.2	84.0	55.9	71.8

Source: Gender Equality Index 2015.

## IV ADVOCACY

In 2002, the Equal Opportunities for Women and Men Act introduced the advocacy of equal opportunities for women and men; the first Advocate of equal opportunities of women and men started working in 2003. Anyone, including civil society organisations, could submit complaints for the examination of cases of alleged unequal treatment of the genders. The examination of cases was informal and free of charge and the Advocate issued a written opinion in which she stated the findings and assessed whether unequal treatment of women and men had occurred or not in a specific case. In 2005, cases of alleged discrimination on grounds of gender were taken up by the Advocate of the Principle of Equality. The purpose of examining cases is, in particular, to detect discrimination and to issue warnings; the task of the Advocate is to give general information and explanations concerning discrimination, to issue warnings on any irregularities and to recommend ways to eliminate them. The practice has shown that violators usually take into account the recommendations and eliminate the discriminatory practices, so more time and money should be spent on awareness-raising activities (namely, many of the discriminatory acts are not committed deliberately, but because of a lack of knowledge). In many cases, the Advocate received complaints in which it was apparent that they did not concern discrimination; in annual reports, the Advocate regularly stressed the need to raise public awareness about what discrimination is.

The introduction of a new instrument for activities in the field of non-discrimination also required awareness raising about forms of discrimination, what they are and what they are not, and about the institution of advocacy itself. Therefore, the Office for Equal Opportunities implemented a number of projects<sup>6</sup> and compared Slovenian practice with a number of foreign examples, especially those where advocacy is an established practice (e.g. Sweden, Norway, Austria).

The content of allegations of discrimination on grounds of gender is very diverse; in the Advocate's annual reports, it is often highlighted that establishing the actual situation without investigatory powers is virtually impossible, as often it is merely a question of one person's word against another, and alleged violators often did not respond to her appeals to give their view of the problem.

In over a decade since the institution of advocacy was established, it was also found that in order to actually change the situation, we need more than just the relatively vulnerable institution of advocacy (one person, who has no deputy in the event of absence). In 2016, the National Assembly passed the Protection against Discrimination Act, which established the Advocate of the Principle of Equality as a stand-alone state authority to handle cases and provide assistance to victims of discrimination, to monitor, analyse and research the field, and to raise awareness and inform the public about discrimination and measures to prevent it etc.

*»By introducing an Advocate of equal opportunities for women and men in 2002, Slovenia took a big step forward regarding the identification of the different forms of discrimination on grounds of gender. With the establishment of this special instrument, the field gained in importance, practice began to form and, most importantly, it transpired that even those responsible for discrimination took the opinions and recommendations of the Advocate seriously and tried to eliminate inequality in practice. Quite a few cases of discrimination against women attracted a lot of public attention, such as unequal prizes for women's and men's marathons, sexual harassment in the workplace, discrimination in insurance policies etc. Unfortunately, the personal circumstance of gender started to disappear among all the other personal circumstances after 2004, when the Advocate of the Principle of Equality was introduced. A critical view of the past also shows that having only one person to deal with all cases of discrimination is not enough to make progress in terms of identifying the forms of discrimination and in terms of raising awareness about discrimination against women. In order to better regulate the area, Slovenia urgently needs a special authority to regularly monitor social reality, to deal with individual cases of discrimination, with a special emphasis on gender, to draw attention to them and to contribute in general to making this issue better known and improving the sensitivity of society to it as a whole.«*

*Tatjana Strojani, Advocate of Equal Opportunities for Women and Men, 2004–2006,  
Advocate of the Principle of Equal Treatment, 2006–2008.*

<sup>6</sup> E.g. Achieving equality in diversity, Equal in diversity, Principle of equal treatment: new approaches and practices, Information and awareness-raising on the new approach to the treatment of cases of alleged unequal treatment of genders: the Advocate of equal opportunities for women and men – all projects were co-financed from the resources of the European Union.

## Advocacy is changing practice

An important purpose of advocacy is to change discriminatory practices so that they do not violate the principle of equal treatment. Advocates have had to address very diverse cases, some of the more interesting are presented below.

*A nightclub only charged entrance fee to male visitors, while female visitors could enter for free. Because the owner of the nightclub did not give good reasons for this distinction, the Advocate issued an opinion stating that this was a case of direct discrimination on grounds of gender.*

*The prize fund at a volleyball tournament was lower for women than for men. The rationale of the organiser was that the registration fee for women was lower (because it was meant as encouragement for women to even enter the tournament) and consequently the prize fund was lower. The Advocate found that this was not a matter of discrimination on grounds of gender. However, she pointed out that there are other ways to encourage women to participate, such as with higher prize funds and not only with lower registration fees; she recommended to the organisers that in future they provide the same basis for both women and men, both in registration fees as in determining the prize funds.*

*At a running marathon, women received lower prizes than men; the prizes were given to the first ten male competitors and to the first six female competitors. The prizes were announced in advance; the value of the prizes was not dependent on the number of competitors or on the paid registration fee. In the Advocate's view, women were being treated less favourably than men in the same circumstances (equal registration fee, equal length of the track, same place in their competition), because they received lower prizes for no reason.*

*"Men have been inventing competitions through which they strengthen their primacy. I miss competitions which would contribute to strengthening women's self-esteem. A while ago, I accidentally discovered such a contest. This is a competition of law students in presenting judgements of the European Court of Human Rights, which I am organising this year (2015) for the tenth time. The competition is called the Rubicon Contest, because it draws attention to the line that European countries are not allowed to cross if they do not want to receive moral and material sanctions in Strasbourg. Only a person who is extremely intelligent, knowledgeable and resourceful and uses convincing arguments supported by rhetorical dexterity can win. The winner is chosen by a commission made up of professors, constitutional judges and theatre creators. In the past nine competitions, the following people won: 2014 – Laura Martinčič and Katja Krušec, 2013 – Simona Zupančič, 2012 – Neža Šubic, 2011 – Marjana Trebižan, 2010 – Sanda Šabić, 2009 – Ana Kastelec, 2008 – Nina Zupan, 2007 – Staša Nunič, 2006 – Nina Scortegagna."*

*Dr. Ciril Ribičič, Faculty of Law, University of Ljubljana.*

*Health insurance with medical assistance abroad excluded all insurer's commitments for the costs incurred as a result of "the consequences of pregnancy, complications in pregnancy, abortion or labour". The Advocate issued an opinion stating that this was a case of unequal treatment of genders, because all the other reasons which the insurance company also excludes from the insurance apply to both genders, and pregnancy only concerns women. She recommended to the insurance company that it consider the possibility of introducing an insurance which would cover this aspect.*

*A student employment agency offered jobs on-line and in their offices strictly divided by gender – they refused several times to give the person who complained (a female student) the employer's contact information for work such as rack assembly or programming. The agency argued that the client had requested a male student for the job. The Advocate issued an opinion stating that the client's request was discriminatory, because they were denying equal opportunities to one gender and therefore there was no founded reason for the agency to comply with such requests; instead, they should remind their client that this is direct discrimination on grounds of gender.*

*A group of women complained because their director was constantly shaking hands with them, delaying them and stroking their hands, frequently kissing them on the cheeks and mouth, verbally insulting and harassing them (e.g. "What I would do to you, You are so beautiful, We will go somewhere alone, I was dreaming of you and it was insane etc."), making invitations to dinner and to his lodgings, stroking, touching, pressing and rubbing his body against intimate parts of their body and unexpectedly touching intimate parts of their body from behind. The Advocate issued an opinion stating that the director's conduct showed elements of sexual harassment in the workplace and recommended to the employer that*

they adopt a statement of policy against sexual harassment which would clearly indicate that sexual harassment is a serious problem and that workers exposed to it would enjoy the employer's full support.

In a call for a post in a cabin crew, an air carrier set a height limitation, appropriate body weight and appropriate appearance for women. The Advocate issued an opinion stating that, *inter alia*, this was a case of unequal treatment on grounds of gender. According to the Advocate, different height based on gender, an attractive appearance, appropriate body weight and age between 20 and 24 are not conditions related to work and have no impact on how well a person performs the work of a cabin crew member, which makes such conditions discriminatory.

In a circular, the management board of a bank prohibited female staff members from wearing trousers. The Advocate established that it is reasonable and justified that in work with clients it is also important for a person to be tidy and appropriately dressed; however, the prohibition on trousers for female employees cannot be equated with the demand for men to wear a tie, a shirt and a jacket; this rule for men applied only in working time and not during the summer, while the rule for women applied to all business premises (regardless of the working time and weather conditions). The Advocate also believed that the business attire for men is in accordance with the cultural patterns of our society, whereas the same cannot be said for the prohibition on women wearing trousers, as it has been acceptable in our society for a long time that a woman can be well-dressed in trousers. The prohibition on women wearing trousers applied to all work places and not only to those connected with contacts with clients. The Advocate believed that the prohibition was not founded or justified and declared it discriminatory.

At a certain spa, a visitor was denied access to the sauna because of his gender, as the sauna was reserved for women that day. The spa argued that this was due to the female guests' wishes, as they did not feel relaxed with men in the sauna, and that if men took such an initiative, the spa would consider the possibility of a special day for them, too. The Advocate believed that the availability of a certain service on one day of the week for one gender or another is not a violation of the prohibition of discrimination on grounds of gender, as it cannot be demanded that men and women always share services, but these should not be offered under more favourable conditions only to persons of one gender.

In job interviews, a commercial undertaking posed questions to candidates about their marital status and children. The Employment Relationship Act explicitly prohibits such questions; therefore, the employer's argument that the job entailed working at unsocial hours, which makes information on the number of children important, is unjustified. The Advocate stated that the fact that someone has children or not, how many they have or how old they are does not affect the work of a salesperson. She stated that it was necessary to inform candidates on the working hours so that they would be able to decide for themselves whether or not these suited them. The Advocate issued an opinion stating that this was a case of indirect discrimination on grounds of gender, because the employer's questions are seemingly neutral, but in practice they affect women to a greater extent. She recommended that the employer remove the questions on the age and number of children and on marital status from the form.

A certain bar charged an admission fee to men, but not women. The Advocate believed that this was a case of a discriminatory and unjustified difference in the treatment of women and men, since only the pursuit of a free business initiative as such does not constitute a sufficient basis for a difference in treatment on grounds of gender.

A social work centre did not ask a mother to name the father of her child, which was born outside of marriage. To establish paternity, the child's father was brought before court without being given the legal possibility to assert paternity at the social work centre. The Advocate established that the complainant was placed at a disadvantage in determining paternity because of his gender. She pointed out that it is not important whether discriminatory behaviour is intentional or not.

# V COORDINATORS FOR EQUAL OPPORTUNITIES AT MINISTRIES

In the field of gender equality, Slovenia uses gender mainstreaming, an approach whereby every planned policy, measure or criterion is assessed with regard to its effects and consequences for women and men.

*"When I see young fathers going for a walk with their children in strollers, how they play with them at the playground next to a block of flats; how they go to parent-teacher meetings, and when the birth of a child in the presence of the father is perceived as something completely normal, I feel that we have made significant progress in the field of gender equality as a society. However, any domestic violence, which could result even in loss of life, brings me down to earth and every time makes me think about where we've all failed, letting the worst happen to a family and society. So while steps towards greater gender equality have been taken, I believe that it is necessary to continue these efforts in the future."*

*Martina Stergar, Coordinator for Equal Opportunities for Women and Men at the Ministry of the Interior and the Police.*

The Equal Opportunities for Women and Men Act, passed in 2002, institutionalised the above-mentioned principle: every ministry must appoint an official to do the work of a coordinator for equal opportunities for women and men, and ensure the implementation of the tasks of the ministry: in the preparation of regulations and measures influencing fields relevant to the creation of equal opportunities for women and men, ministries must take into consideration the aspect of gender equality. The ministries responsible for education and work have special tasks, particularly in the preparation, adoption and implementation of publicly valid programmes in education and vocational training, in approving textbooks and teaching aids, in introducing organisational improvements and in changing pedagogical or andragogic methods.

*"The determination of the starting positions and the needs of women and men in society as well as the maintenance of gender equality are of great importance for society as a whole. Equal opportunities are one of the key conditions for people to be able to live their life to the fullest, to take advantage of their potential and thereby enrich themselves and society.*

*The fact that there are similar shares of male and female employees in the cultural sector in Slovenia adds an additional dimension to this sector and to its quality. Of course, even this sector still has challenges to overcome regarding gender equality. In the period of independent Slovenia, we have faced many of these challenges; some of them we overcame; some, however, remain, to be replaced by others in the future after these challenges have been met."*

*Brigita Lipovšek M.Phil., Coordinator for Equal Opportunities for Women and Men at the Ministry of Culture.*

Coordinators began work in 2003: the Office for Equal Opportunities (later Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities) organised a number of training courses, workshops and meetings for them. The first one took place in 2003, and the coordinators were familiarised with the policy of gender equality. Already then, certain challenges to their work became evident, from integration in the structure of ministries to the time available for coordination tasks and the recognition of the importance of reassessing measures, policies and laws from the perspective of gender equality at all levels of ministerial decision-making.

*"The debate has demonstrated the openness, readiness and need to make gender equality policy an integral part in the formation of the policies of individual ministries. It was pointed out that the aspect of gender equality has a greater and more defined role in some fields than in others. However, there are no neutral fields. All policies are related to both women and men, and they can have different consequences for the genders. Later, it was also pointed out that some coordinators are closer to some ministers' cabinets than others and thus they have different opportunities to access documents, research and the expertise of the line ministries where they are employed."*

*An excerpt from the minutes of the first meeting of coordinators for equal opportunities at the ministries, 27 January 2003.*

In less than 15 years, coordinators, among others, were trained, and manuals were prepared on the following topics:

- gender equality, the principle of integration of gender stereotypes (since 2003);
- regular workshops for the preparation of periodic plans for equal opportunities for women and men (since 2006);
- reinforcement of cooperation between coordinators at the ministerial and local level (2006, 2007);
- how to integrate the principle of gender equality in the formation of policies and in the daily work of the state administration<sup>7</sup> (2008) – workshop with a Finnish expert;
- education courses for gender mainstreaming tailored to individual ministries (since 2009);
- translation into Slovenian of the handbook Gender Budgeting: Practical Implementation by the Council of Europe and the preparation of control questions for the integration of the gender perspective in the budget for ministries and governmental departments by the Office for Equal Opportunities (2009);
- gender equality budgeting<sup>8</sup> (2011) – workshop with a Finnish expert;
- preparation of a manual on gender equality, Pot k enakosti spolov: učinkovito integriranje načela enakosti spolov<sup>9</sup> v politike (The Way to Gender Equality: Efficient Gender Mainstreaming), which offers specific methods and techniques for the integration of gender equality, and with the help of four control questions it establishes a more systematic assessment of the impact of policy on gender;
- preparation of guidelines on the integration of the gender equality principle in development planning policies;
- preparation of an on-line quiz on gender equality and an on-line tool for gender mainstreaming<sup>10</sup> (2012);
- there were more than 50 themed conferences, round tables and consultations on a wide range of topics (e.g. reproductive health of women, violence against women, decision-making positions, men and gender equality, women in science and research, labour market, reconciliation of private and professional life, gender equality in information and communication technologies etc.)



Image: Quiz on gender equality (project Gender Mainstreaming – Strategically)

<sup>7</sup> The project Making Gender Mainstreaming Work was co-financed within the EU PROGRESS programme.

<sup>8</sup> The project Gender Mainstreaming – Strategically was co-financed within the EU PROGRESS programme.

<sup>9</sup> The project Making Gender Mainstreaming Work was co-financed within the EU PROGRESS programme.

<sup>10</sup> The project Gender Mainstreaming – Strategically was co-financed within the EU PROGRESS programme.



## VI COORDINATORS FOR EQUAL OPPORTUNITIES IN SELF-GOVERNING LOCAL COMMUNITIES

*"Speaking as a coordinator for equal opportunities for all these years, I believe that the state and local communities have not been taking this problem seriously enough, as they should be advocating equal opportunities to a greater extent and at all levels and involving coordinators in their decisions. The Equal Opportunities Department at the Ministry should have greater powers and should participate in decision-making at all levels. Equal opportunities are not only a matter of differences between men and women; they include all other discrimination, social exclusion and unequal treatment in different procedures, too."*

*Suzi Kvas, coordinator for equal opportunities for women and men at the Municipality of Celje*

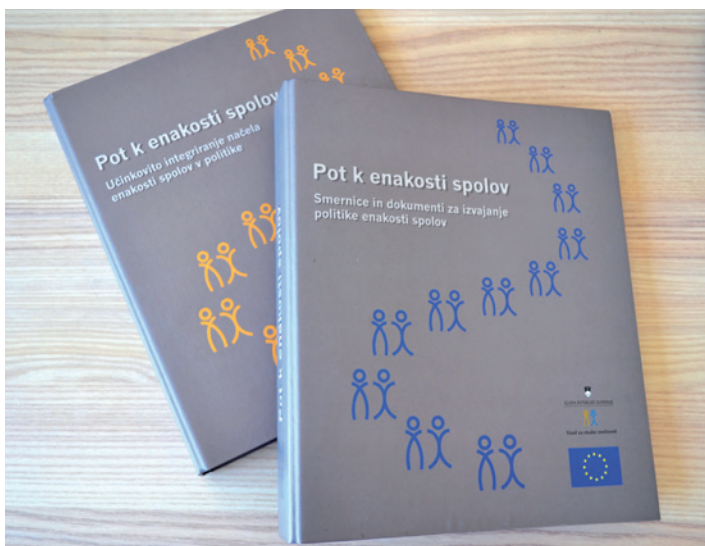
Local communities are important for the promotion and creation of equal opportunities within the framework of their respective competences. The act on equal opportunities lays down that in taking measures and activities relevant to the creation of equal opportunities, they must take into account the aspect of gender. To facilitate the implementation of this task, they may appoint a coordinator for equal opportunities who proposes measures and activities and has an advisory role.

Local communities address gender issues in different ways, but unfortunately, in most cases this is not an issue to which municipal authorities or councils pay particular attention at their sessions. Coordinators have been appointed in about one fifth of municipalities and their status varies: some are employed in municipal administrations, others are councillors, and occasionally they are even contractors.

The Office for Equal Opportunities also carried out a number of training sessions, workshops and conferences for coordinators who work in local communities. In 2007, the Office participated as a partner with Luxembourg and Denmark in the project Gender Equality in Local Development<sup>11</sup>. At that time, several workshops were conducted all around Slovenia, where representatives of city and municipal administrations and councils, civil society, public institutions etc. determined the key issues of local development which also had to be addressed in terms of gender equality. They drafted a handbook, *Pot k enakosti spolov: Smernice in dokumenti za izvajanje politike enakosti spolov* (The way to gender equality: guidelines and documents for implementing gender equality policy), which addresses key areas for self-governing local communities to contribute to changes and the implementation of gender equality such as decision-making processes, economic independence, reconciliation of work, family and private life, violence against women, the social inclusion of vulnerable groups of women and men, traditional social roles and gender stereotypes. The first municipality to adopt an action plan for gender equality was Velenje, in 2008; unfortunately, other municipalities did not follow its example at that time. Activities continued in the project, Gender Mainstreaming – Strategically<sup>12</sup>, when the Office for Equal Opportunities organised additional training and encouraged municipalities with appointed coordinators to take the aspect of gender into consideration in their activities and regulations.

<sup>11</sup> The project was co-financed by the European Union from the resources of the Programme relating to the Community framework strategy on gender equality, 2001–2006.

<sup>12</sup> The project was co-financed by the European Commission from the resources of the PROGRESS programme. It was implemented in 2010 and 2011 by the Office for Equal Opportunities.



In order to facilitate development in this area, the managements of municipalities (mayors and directors of municipal administrations) were invited to a study visit to Norway<sup>13</sup>, where the question of gender equality is an important topic of local development. These study visits resulted in quite a few action plans for gender equality being adopted in which local communities address various areas of equality between women and men.

<sup>13</sup> In the framework of the Towards Equalizing Power Relations between Women and Men project, co-funded from the Norwegian Financial Mechanism Programme.

# VII VIOLENCE AGAINST WOMEN IN THE PRIVATE SPHERE

*"In the years since the formation of the new state in which we live, a lot has changed, and very little at the same time, in the area of violence against women in the regulatory domain and in the development of opportunities for escaping violence and tools for the elimination of its consequences. Violence against women remains one of the mechanisms for maintaining the strongly rooted gender inequality in society and existing structures of power relations between the genders. A lot has been changed on paper, but still not enough in our daily activities and thinking: cultural patterns, the harmful effects of certain traditional habits or customs, the education system, religious beliefs and the influence of the media among other things are what maintain gender inequality and consequently do not contribute to reducing violence against women, which is a serious obstacle to achieving equality, development and peace."*

*Maja Plaz, Association SOS Help-line for Women and Children – Victims of Violence.*

## Some important non-legislative milestones

1989	Foundation of the Association SOS Help-line for Women and Children – Victims of Violence, the first non-governmental organisation to provide assistance to women victims of violence.
1990	The Pelikan – Caritas Charity Institute opens its first maternity home, and the second one in 2013.
1993	The Office for Women's Policy organises the first consultation on violence against women, where it was determined that it was necessary to amend the Criminal Code and the Criminal Procedure Act.
1994	The Office for Women's Policy and the Association SOS Help-line for Women and Children – Victims of Violence mark for the first time the International days of campaigns for the elimination of violence against women. Establishment of the Women's Counselling Service, which offers psychosocial support and self-help to women who are victims of violence or have an eating disorder. Establishment of the Association against Sexual Abuse, which provides support to disadvantaged children and anyone who on the basis of experience from their childhood believe themselves to be a victim.
1996	The first safe house for women and children who are victims of violence is opened under the auspices of Maribor Social Work Centre.
1997	The Office for Women's Policy establishes a working group for the formation of an initiative to amend the criminal law. Establishment of the Association for Non-violent Communication, the first Slovenian non-governmental organisation, establishing a programme of advisory assistance to people perpetrating violence.
1998	Establishment of the Association Life without Violence, which provides shelter and assistance to women and children who are victims of domestic violence.
1999	 <p>On 8 March, the first one-year Slovenian awareness-raising campaign against violence against women entitled <i>Kaj ti je, deklica?</i> (What Is Wrong, Girl?) begins. This is the first campaign to make violence against women into a public issue.</p> <p><b>VSAKA PETA PRETEPENA, VSAKA SEDMA POSILJENA.</b></p>

2000	The Office for Women's Policy sends an initiative to schools to also devote some time in their curricula to violence against women.
	Establishment of the Organisation VIZIJA – Association of the physically disabled, which also operates in the field of exercising the rights of women who have experienced domestic violence and runs a safe house for physically disabled women.
	Establishment of the Association Regional Safe House Celje, which offers a refuge for women (and children) experiencing violence.
	Establishment of the Emma Institute, Support Centre for Victims of Violence, which provides assistance to adolescents and women victims of violence.
2001	The Office for Equal Opportunities prepares a public presentation of German federal and provincial (federal state of Mecklenburg-Western Pomerania) law on violence against women, which contains a provision that in cases of domestic violence the police can immediately compel the perpetrator to leave the shared accommodation for seven days.
	Establishment of the Society Ključ – Centre for Fight Against Trafficking in Human Beings, the first Slovenian non-governmental organisation in this field.
	The Women's Counselling Service and the Office for Equal Opportunities issue the book, <i>Nasilje nad ženskami – odgovornost policije</i> (Violence against women – the responsibility of the police). It is the first book in the Slovenian language which gives the police guidance on how to deal with women who are victims of domestic violence.
2002	Establishment of the Pomurje Safe Haven Association which carries out the Pomurje Safe House programme.
	 <p>The Office for Equal Opportunities financially supports an awareness-raising campaign on the problem of violence against women entitled <i>Stopnice</i> (The Stairs) – a joint action of three cities (Ljubljana, Slovenia, Utrecht in the Netherlands and Antwerp in Belgium).</p>
2003	Establishment of the Safe House of the Gorenjska region, which provides accommodation and support for women, with or without children, who experience any form of domestic violence.
2004	The Office for Equal Opportunities analyses the situation and carries out a consultation on violence against older women. The observations that stand out: the level of awareness of violence is low; support services are not adapted to the needs of the older generation, and the work of the institutions is rarely consistent.
2006	Slovenia joins a two-year awareness-raising campaign of the Council of Europe on the fact that violence against women is a violation of human rights and a result of social imbalances of power between women and men.
2007	The Office for Equal Opportunities financially supports the issue of the supplement, <i>Nasilje! Kaj lahko storim?</i> (Violence! What Can I Do?). The handbook, with useful advice on what victims of violence can do and who they can turn to, is drafted by non-governmental organisations (Amnesty International Slovenia, Society Ključ, Association for Non-violent Communication, Association SOS Help-line, Women's Counselling Service, the Emma Institute); it is issued as a supplement to the weekly <i>Ona</i> and the Slovenian daily newspaper, <i>Slovenske novice</i> .
2008	The Office for Equal Opportunities drafts an analysis of the situation and holds a consultation on violence against disabled women. The key findings show that the level of awareness is low, that victims rarely seek help and that services offering help are usually not tailored to women with disabilities.
2009	The first safe house tailored to women with physical disabilities opens under the auspices of the Association VIZIJA.
	In cooperation with the Alliance for Non-violence (Association SOS Help-line for Women and Children – Victims of Violence, Association for Non-violent Communication, Society Ključ and the Women's Counselling Service), the Ministry of the Interior implements the <i>Slišite?</i> (Do You Hear?) campaign, which is intended <b>to encourage anyone who detects violence in their surroundings not to ignore it</b> , but to report their suspicions and take an active role in the fight against violence.
2010	The police introduce the possibility to anonymously e-file cases of domestic violence.
	Slovenia's first national survey on the incidence of violence in the private sphere and in partnerships: key findings show that every second woman from 15 years of age experienced one of the forms of violence.
	The Office for Equal Opportunities carries out a series of awareness-raising activities on dating violence.

<b>2011</b>	Establishment of the Maternity Home of the Gorenjska region, which offers assistance to mothers with minor children up to 15 years of age and pregnant women who are socially deprived or homeless and are prepared to actively resolve their situation.
<b>2013</b>	<p>Beginning of a one-year international campaign of non-governmental organisations (in Slovenia, the Association SOS Help-line) entitled Podpišem.org (I sign.org), which is dedicated to raising general public awareness about the content of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence.</p> <p>The Directorate for the Family at the Ministry of Labour, Family, Social Affairs and Equal Opportunities is successful in a tender to draw EU funds (the PROGRESS programme), and commences the project, 'VESNA – to live a life free of violence', in cooperation with the Ministry of the Interior and the Police. In addition to raising awareness, numerous training sessions are organised for expert workers who deal with violence against women.</p>

## Key efforts of civil society to achieve development in the field

In Slovenia, institutions began systematically dealing with the problem of violence against women as late as in the 1990s. Before that, non-governmental organisations did the groundwork in this area, because they began filling the gaps caused by the rigid institutional response and because of the lack of knowledge about violence against women. Regarding the latter, it was believed for many years that the matter was a problem of the private sphere, a family or couple, in which the state could not intervene. Non-governmental organisations were the first to start viewing violence against women as a problem of the abuse of men's social powers, and they began introducing the perspective of women into their work and revealing to the public the violence against women which happens behind closed doors. Therefore, it is no coincidence that non-governmental organisations established a system of aid which responded to the real needs of women who experienced violence (telephone and face-to-face counselling, shelters, crisis centre for emergency accommodation).

In 2001, on the initiative of non-governmental organisations, the then Minister of Labour, Family and Social Affairs established an Expert Council on dealing with violence against women as a consultative body. It included representatives of both non-governmental organisations and institutions. The Expert Council prepared a basis for the enactment of a special law on violence against women, since the area was poorly regulated and individual provisions in sectoral laws did not provide the conditions for a systematic and coordinated approach by institutions and non-governmental organisations to this issue. In 2005, the then Minister established an Expert Council on dealing with domestic violence as a consultative body, and from that time Slovenia no longer had a special consulting body for violence against women.

The year 2003 was a landmark year concerning violence against women in the private sphere, as this is when the supplement to the Police Act was adopted, which increased police powers and enabled the issue of restraining orders to prevent further contact with a particular place or person. Thus Slovenia also followed Austria and Germany, which were the first to introduce the so-called red card for perpetrators of domestic violence and, regardless of the ownership of the shared accommodation, sent them a clear message that violence is forbidden and will be penalised.

The next important year was 2008, when the Family Violence Prevention Act was passed, a systemic act covering this field. The Act defines domestic violence and family members, and determines special protection for children, including when they witness violence; non-governmental organisations are given the opportunity to be present at proceedings to which victims of violence are exposed; measures to protect victims are determined, and, among other things, regional services to coordinate the work of all institutions and organisations are introduced. Practice and the ratification of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence revealed that in some aspects the Act was incomplete, so in 2016 an amended version is being enacted. The envisaged amendments mainly concern the definition of domestic violence, broadening the definition of family members, broadening the measures of the courts, amendments concerning the transfer of common accommodation to the victim, the training of experts and non-governmental organisations and the role of the police.

Violence against women is one of the few fields where the European Union has no uniform legislative guidelines. This gap is filled by the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. Slovenia was among the first to sign it, in 2011, and ratified it in 2015. This is the first and at the same time the most extensive international instrument obliging states parties to take a comprehensive approach to the treatment of violence against women and girls, including domestic violence; this includes preventing violence, protection and support for victims, the prosecution of offenders and comprehensive and coordinated action.

*"The history of the struggle for the full equality of women and men reflects century-old efforts of the ignored half, who demonstrate constantly and repeatedly their knowledge and skills. It is a history in which we as a society have regulated almost everything on paper, but in reality we still have a lot of work to do. Slovenia took some important steps in the period after gaining independence, thanks to committed individual women who tirelessly engaged in opening discussions about gender equality. Thus women gained a more important position in politics and business, as well as in culture, the media, sport and some other professions, labelled as "male". Although our is a developed society, which, in principle, offers equal opportunities for both genders, we still have a set of challenges before us. In particular, these include measures which would allow the easier reconciliation of work and private life, as well as more flexible forms of employment and childcare. However, another major challenge in our society is associated with the elimination of all forms of violence against women, which is usually a shameful and intolerable display of the physical superiority of one sex over the other. In no circumstances should a modern society tolerate this."*

*Katarina Kresal, Minister of the Interior (2008–2011).*

## Why violence against women?

Even though violence against women has been discussed in Slovenia for almost three decades, we still often hear the question: Why not violence against men? Usually, the people asking this question do not want to hear the point that, by paying more attention to violence against women, no one is denying the existence of violence against men. However, there are some important differences between these two types of violence: women mostly experience violence from men with whom they are (were) in a relationship, while men tend to experience so-called street violence from other (unknown) men. Nobody is denying that women have been perpetrators of violence in the family; however, there are a few important differences to be stressed: when the victims of domestic violence are women, the consequences are usually more severe; injuries due to physical violence are more serious and the duration of the violence is longer.

Violence against women relates to the abuse of the social power of men; for centuries, even millennia, women in Western culture were subordinate to men, who held social power, and this subordination in the home environment was maintained even when women joined the sphere of paid work and public life. It is important to note that not all men are violent (and that women can be violent, too); however, the minority of men perpetrating the violence is detrimental to all men, even those not doing it. Therefore, men play a key role in preventing and eliminating violence against women, either in working with perpetrators of violence or by clarifying that such acts are socially unacceptable (even criminal) and that the modern concept of masculinity is no longer based on the stereotype of the head of the family, who decides about the life of all the members of the family.

## What Slovenians think

People's opinion is greatly influenced by media; the analysis of media reporting on domestic violence between 1985 and 2006<sup>14</sup> has shown that the number of articles on this type of violence in this period increased almost threefold, not so much because of the increased sensitivity of society and media to violence, but more due to the appearance of tabloid journalism. The media mainly report on domestic violence in the crime section (individual events) and they rarely treat violence as a social problem. The media do not report on violence proportionately to the share of violence experience based on gender, but report on domestic violence against men disproportionately more frequently (on average, 21 per cent of the news refers to domestic violence against men); articles are often written so that the perpetrator's behaviour is justified, and they deal with the question of the guilt of women victims (often with irony and humour).

In 2009, the Eurobarometer<sup>15</sup> also measured the sensitivity of people regarding the urgent need to take measures against violence experienced by women. In 98 per cent of cases, Slovenians replied that the adoption of such measures is (very) urgent, in 1 per cent that it is not necessary (at all) (the average in the EU-27: 92 per cent (very) urgent, 6 per cent not urgent (at all)).

The first EU survey on violence against women<sup>16</sup> in 2012 also measured the perception of women as regards the frequency of violence against women. In 27 per cent of cases, women in Slovenia (the same

<sup>14</sup> Breda Luthar, Dejan Jontes, and Zdenka Šadl. 2006. Medijske reprezentacije družinskega nasilja. Raziskovalno poročilo. (Media representations of domestic violence. Research Report), Ljubljana, Faculty of Social Sciences.

<sup>15</sup> Special Eurobarometer 326. Gender equality in the EU in 2009. European Commission, DG Communication. 2010.

<sup>16</sup> Violence against women: an EU-wide survey. European Union Agency for Fundamental Rights. 2014.

as in EU-28) believe that violence against women is very frequent; 49 per cent that it is quite frequent (EU-28: 51 per cent), 14 per cent that it is not very common (EU-28: 16 per cent), and 2 per cent that it is not frequent at all (EU-28: 1 per cent).

*Do you know of a case of violence in the private sphere among your friends, family or at your workplace?  
Yes, among friends or family: 38 per cent  
Yes in the (former) workplace or in education: 28 per cent*

*Violence against women: EU research (data for Slovenia, 2012).*

## And what do we do in practice?

Slovenia's first national survey in the area of violence against women in the private sphere was done only in 2010<sup>17</sup>. It showed that every other woman (56 per cent) from 15 years of age had experienced one of the forms of violence, most commonly psychological violence, followed by physical and economic violence, restriction of movement and sexual violence. Every other woman had experienced violence in the preceding year, mostly psychological violence. If psychological violence was excluded and only physical, sexual and economic violence and restriction of movement were taken into account, every fifth woman would have been a victim in the preceding year. And their exposure to violence in pregnancy is also not rare. Women who experience violence are less healthy than others; they are more prone to stress, anxiety, indigestion, loss of appetite, upset stomach, headache, physical pains, fatigue, dizziness, trembling of hands, sleep disturbances, poor concentration, insomnia, anxiety, and depression, and they think about suicide more frequently and seriously. The main perpetrators of violence are men (91 per cent). In general, they are better educated (most of them have secondary education); most have full-time jobs, less often for indefinite periods of time (17 per cent); only 1 per cent of them are unemployed. According to their religion, the majority are Catholics (90 per cent) while the remainder belong to the Orthodox or Muslim faiths. They become violent early on; the youngest person being 14 years old, and they are violent even in old age, the oldest person being 84 years old. Significantly more people who drink excessively perpetrate violence than in the general population.

	Psychological violence	Physical violence	Economic violence	Restriction of movement	Sexual violence
<b>Yes, I have experienced the following from the age of 15</b>	49.3%	23.0%	14.1%	13.9%	6.5%
<b>Yes, I have experienced the following in the last twelve months</b>	49.9%	5.9%	7.0%	6.1%	1.5%

Source: National research on violence in private sphere and partnerships. 2010.

The second part of the national survey<sup>18</sup> analyses the work of the police and the courts in dealing with cases where a restraining order has been issued (not only due to violence against women, but domestic violence in general; whereby, it is necessary to note that 97 per cent of perpetrators are men and 3 per cent are women, and in all cases, the violence by women was carried out against their parents). In most cases (77 per cent), the violence is reported by the victim, in a tenth of cases by relatives of the victim, and very rarely (3 per cent) by institutions, such as social work centres or health-care institutions. When reporting violence, all victims indicated that violence had been going on for a long time or for several years. They stated that the reason for not reporting the violence earlier was primarily their fear of the perpetrator and shame because of their situation.

<sup>17</sup> Vesna Leskošek, Mojca Urek, and Darja Zaviršek. 2010. *Nacionalna raziskava o nasilju v zasebni sferi in v partnerskih odnosih. Raziskovalno poročilo*. (National research on violence in private sphere and partnerships. Research Report), Ljubljana, Faculty of Social Work.

<sup>18</sup> Katja Filipčič, Katarina Parazajda, Majda Rihtarčič, and Sendi Murgel. 2011. *Delo institucij pri obravnavanju nasilja v družini. Raziskovalno poročilo*. (Work of institutions in dealing with domestic crimes. Research Report), Ljubljana, Faculty of Law.

A 64-year-old victim reported a violent episode, when her 54-year-old husband was shouting at her, called her names, pulled her hair, hit her on the head with his hands and shouted that she was incompetent. The violence has been going on since their marriage, i.e. for 32 years.

\*\*\*\*

For the past 18 years, the victim has been beaten once a week by her husband, he has not let her go into the house and has left her outside in the cold. Three years ago, she reported the violence; however, after the police left, her husband beat her up in revenge, and she also had to pay the bill, which is why she no longer dared report violent episodes.

Source: Delo institucij pri obravnavanju nasilja v družini (Work of institutions in dealing with domestic crimes), 2011.

The survey of the European Union Agency for Fundamental Rights on violence against women<sup>19</sup> (made in 2012) showed a similar picture to the Slovenian national survey of a few years earlier. Women in the private sphere most often experienced psychological violence (approximately half of Slovenian women and women living in the EU-28). More than half of women from the age of 15 were also exposed to sexual harassment and even stalking. Physical and/or sexual violence in Slovenia was experienced by a little more than one tenth of women before and after the age of 15, and in the EU as a whole, one third of women before the age of 15 and one fifth of women over the age of 15.

	Physical and/or sexual violence from the age of 15	Physical and/or sexual violence before the age of 15	Stalking from the age of 15	Sexual harassment from the age of 15	Psychological violence by the present partner	Psychological violence by a former partner
<b>EU-28</b>	21.1%	32.5%	18.8%	57.2%	23%	48%
<b>Slovenia</b>	12.3%	12.4%	14.2%	46.7%	20%	46%

Source: Violence against women: an EU-wide survey. 2014.

In the year prior to the survey, more than one tenth of Slovenian women and one fifth of women in the EU-28 had experienced sexual harassment, and approximately every fiftieth Slovenian woman and every twentieth woman in the EU-28 had experienced physical and/or sexual violence. About the same number of women had experienced stalking in the EU and a slightly fewer in Slovenia, i.e. approximately every thirtieth woman.

	Physical and/or sexual violence in the last 12 months	Stalking in the last 12 months	Sexual harassment in the last 12 months
<b>EU-28</b>	4%*	5%	21%
<b>Slovenia</b>	2%*	3%	11%

\* Less reliable data.

Source: Violence against women: an EU-wide survey. 2014.

*"In this area, working in partnership with non-governmental organisations contributed to the achievement of the objectives, and it can serve as an example of good practice. In future, systematic and continuous dealing with the problem of violence against women is necessary at all levels of activity, and the participation of various actors; in particular, it is essential to carefully and accurately monitor the implementation of legislation, programmes, and other relevant documents in the field of prevention of violence against women in practice."*

*Evaluation of the implementation of the Resolution on the National Programme for Equal Opportunities for Women and Men, 2005–2013.*

## What the statistics say

The field of violence against women is one of those areas where data from official records (e.g. the police, the judiciary, social work centres) are not the same, as indicated by the research or data of the non-governmental organisations. Only a small share of violence experienced by women is in fact reported to institutions, and before 1999 criminal legislation did not define domestic violence as a specific criminal offence and so its incidence was distributed among other crimes, such as those against life and

<sup>19</sup> European Union Agency for Fundamental Rights. 2014. Violence against women: an EU-wide survey.



body, security threats, ill-treatment etc. The data from that period did not distinguish between different categories of offenders, e.g. marital or extramarital partner, John Doe etc. Therefore, these data should be treated with great reservations, both regarding the actual number of such acts of violence, as well as with regard to the perpetrator–victim relationship.

A 10-year cross section, taking into account all the limitations on capturing data, indicates an upward trend in the murder of women; the incidence of all other categories of crimes of violence tends to fluctuate. In part, a slight decline can be attributed to the fact that violence is often not categorised as a crime, but as a misdemeanour; thus, according to the police, for example, in 2008, in the case of offences against public order and peace in private residences somewhat over two fifths (44.3 per cent) of the injured parties were women, and in 2012 over half of them (54.8 per cent).

The share of criminal offences against women	1990	2000	2010	2012
<b>Murder</b>	24.4%	32.0%	52.6%	42.1%
<b>Grievous bodily harm</b>	23.1%	9.5%	20.0%	37.5%
<b>Major bodily harm</b>	22.8%	17.2%	21.4%	15.2%
<b>Minor bodily harm</b>	24.8%	23.5%	28.6%	28.0%
<b>Endangering with dangerous tools in a fight or a dispute</b>	22.2%	23.7%	17.2%	15.0%

Source: Ministry of the Interior.

## Some campaigns

### Kaj ti je, deklica? (What Is Wrong, Girl?)

The European Parliament declared the period from 8 March 1999 to 8 March 2000 as the year of the European campaign to combat violence against women, in which Slovenia participated: for the first time, the steering committee of the campaign joined governmental (Office for Women’s Policy and the Commission of the National Assembly of the Republic of Slovenia for Equal Opportunities Policy) and non-governmental organisations (Association SOS Help-line for Women and Children – Victims of Violence, Association for Non-violent Communication, Feminist information cultural centre F-iks).

At that time, the very shocking message “Every fifth woman beaten, every seventh raped” and the infestation of Slovenia with posters placed the issue of violence against women in the public sphere and started a number of discussions on the topic. The cooperation of 135 out of the then 192 municipalities was a unique achievement, although not all of these issues were readily accepted; one mayor, for example, stated, “This is the government’s responsibility; municipalities have nothing to do with it.” A number of municipalities co-financed the rental of advertising sites, hosted conferences on the topic of violence against women, and municipal and city councils discussed violence against women at their meetings.

*“There probably is not a single Slovenian who would not stop for a moment or two before the giant posters which tried to warn us or at least remind us that violence against women is our shared problem.”*

*Marjan Podobnik, Vice-President of the Government of the Republic of Slovenia (1997–2000).*

*“This is why the campaign, What Is Wrong, Girl?, was extremely important. It was important to make a decisive statement, to say that any verbal or physical violence and any act causing suffering to another person warrants disapproval.”*

*Tone Rop, Minister of Labour, Family and Social Affairs (1996–2000).*

## The Council of Europe’s campaign to combat violence against women, including domestic violence

From November 2006 to June 2008, the Member States of the Council of Europe held a campaign to combat violence against women, including domestic violence. The main purpose of the campaign was to increase awareness that violence against women is a violation of human rights. The Office for Equal Opportunities was actively involved in the campaign with a number of activities, from posters and brochures to

co-financing projects of non-governmental organisations, round-table discussions and co-financing a special newspaper supplement on violence against women. The supplement was prepared by a number of non-governmental organisations, and used cases to explain what violence against women was, how a violent relationship in the family takes place, how a woman can recognise that she is a victim of this kind of violence and what she can do. The same information also covered sexual harassment in the workplace and trafficking in human beings. The information was published as a supplement to one daily and one weekly newspaper.



## Violence against disabled women

*"Achieving gender equality is a multifaceted social process, which never ends, and anyone can participate and contribute to its development in their field of work or personal interest. Upon its establishment in 2000, the Association VIZIJA included content on operating in the field of achieving equality between women and men with physical barriers in its operating rules while taking into consideration needs based on gender and with the objective of achieving equality within the structures of disability organisations, as well as in society as a whole. Moreover, at the level of the state, the issue of women with disabilities is most often resolved without taking into account the needs of the gender; however, merely taking account of the type and degree of disability is not enough for the perception of the concept of gender equality. In order to advance, we need a broader view of the issue of women with disabilities, a partnership of all stakeholders and wide social support."*

*Julijana Kralj, Association VIZIJA.*

Until 2000, when the first disability non-governmental organisation began working on the issue, no-one had systematically dealt with the experience of women with disabilities and domestic violence. Slovenia's first safe house which is architecturally adapted to women with physical disabilities was opened in 2009. In this field, too, there is a large grey area of unreported cases of abuse; non-governmental organisations point out that it is very difficult to collect data, as they are not collected with regard to disability. Due to the low degree of integration in the labour market, economic dependence on the perpetrator is often the reason for persisting in a violent relationship.

In 2008, the Office for Equal Opportunities organised for the first time an expert conference on the topic of violence against the disabled, focusing on violence against women. The conclusions, inter alia, show that most of the violence is hidden, that women are more exposed to violence, and that the availability of various forms of aid for people with various disabilities is poor. In the analysis of the assessment of the conditions<sup>20</sup>, which included associations of the disabled, social work centres, community nursing services and associations or disability umbrella organisations, the participating organisations estimated that women with disabilities are more likely than men to experience physical abuse (27 per cent of women, 2 per cent of men), mental or emotional (23 per cent of women, 4 per cent of men), financial or economic (8 per cent of women and 3 per cent of men), and there is a small difference in the case of negligence (8 per cent of women, 6 per cent of men). Victims of violence often decide not to seek help; only a fifth of the participating associations of people with disabilities and the social work centres had met with cases of violence against the disabled, and the share was even lower in community nursing services (6 per cent) and associations or umbrella organisations (8 per cent).

## Violence in dating

*Dating* is an English term meaning a period of arranging a date or socialising, the socialising and all the period of the relationship between a boy and girl when they are a couple, but do not live in the same household. Violence in dating had received very little attention, if any, before 2009, when the Office for Equal Opportunities carried out some awareness-raising activities. Even globally, this phenomenon was

<sup>20</sup> Sara Slana. *Nasilje nad invalidnimi osebami v zasebni sferi in/ali partnerskih odnosih.* (Violence against the disabled in the private sphere and/or partnerships), 2008. Ljubljana, Government Office for Equal Opportunities.

not recognised for a long time, and it was a relatively hidden social phenomenon. Although it can occur in all stages of life, we pay most attention to it when it happens among young people. This type of violence, too, has to be considered from the perspective of gender: it is necessary to consider not only who the most common perpetrators are and who experiences it most often, but also whether it is equally socially acceptable if carried out by girls or boys, and what kind of arguments are used to excuse and justify violence. In Slovenia, there has been no national survey on such violence.

*The main findings of the survey by the Office for Equal Opportunities among the student population of three faculties of the University of Ljubljana (2009):*

*Most students started dating at the ages of 14–18 (76.5 per cent of male students and 73.3 per cent of female students).*

*Some 10.2 per cent of female students and 5.9 per cent of male students stated that they had dated a violent person. Most often, female students experienced the perpetrator's jealousy of their girlfriends/friends (43.5 per cent) and they always had to report to the perpetrator, when they were with them, what they had been doing or where they were going (20.5 per cent). The most common response to violence was to tell their friends (48.7 per cent), shock (23.7 per cent) and the avoidance of the perpetrator (21.1 per cent).*

*Male students most often experienced jealousy of their girlfriends/friends (52.9 per cent) and the restriction or prohibition of spending time with their friends (23.5 per cent). The most common reaction was to avoid the perpetrator (13.8 per cent), to take blame on themselves (13.8 per cent) or to do nothing (10.9 per cent).*

*Survey on violence in dating.*

## VESNA – to live a life free of violence



The Vesna<sup>21</sup> project was a two-year national campaign (2013–2015) carried out by the Directorate for the Family at the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of the Interior/the Police, the Ministry of Justice and the Ministry of Health and the State Prosecutor General of the Republic of Slovenia. The key objective of the campaign was to draw attention to the problem of violence against women and girls and to raise awareness of both women with experience of violence (and potential victims) as well as the professional and the general public.

A photography exhibition, *Nasilje na njeni koži* (Violence on Her Skin), toured Slovenia in one year; it was also hosted in the Palace of Nations in Geneva, where it coincided with the 29<sup>th</sup> session of the United Nations Human Rights Council, which focused particularly on women's rights and the prohibition of all forms of violence against women. The Palace of Europe of the Council of Europe in Strasbourg hosted the exhibition on the occasion of International Human Rights Day.



*Neja Hrovat: Unexposed violence (1<sup>st</sup> prize)*



*Luka Rebolj: Somewhere 83 (2<sup>nd</sup> prize)*



*Julija Černe: Broken (3<sup>rd</sup> prize)*

<sup>21</sup> The VESNA – živeti življenje brez nasilja (VESNA project – to live a life free of violence) project was co-financed from the EU PROGRESS programme.

Part of the awareness-raising activities was directed at the younger population; the campaign entitled *Nasilje je #cistmim* (Violence is #passé) took place on social networks, where people could express support for non-violence with a selfie, and secondary schools received a package of awareness-raising and educational content on the subject of violence against women. Famous Slovenians, too, publicly expressed support for non-violence.



»Violence is an argument of the weak. Oppose violence against women.«



»Men are obliged to combat violence against women. We must condemn such violence!«



»Be courageous – in the fight against violence against women.«



»I love a woman. Most of all, when she is happy. Let's stop violence against women.«



A special brochure was drafted for the population of older women with key information about violence and possible forms of aid; the general public was addressed by posters and television advertisements containing a message that responsibility for domestic violence also lies with all those who know about it, but remain silent and do not support the victims.

# VIII FAMILY LIFE AND PARTNERSHIP, RECONCILIATION OF PRIVATE AND PROFESSIONAL LIFE

## Some important non-legislative milestones

1990	Establishment of the SEZAM Association of Parents and Children, which provides childcare, learning support and support for families with physically or mentally disabled children.
2000	Establishment of the Natural Beginnings Association, which advocates the central role of women in shaping care during pregnancy, labour and early motherhood, the empowerment of women and parents, as well as the achievement of excellent care during the perinatal period.
2003	Establishment of the Ekvilib Institute, which develops the Family-Friendly Company Certificate in the framework of a development partnership for young mothers and families. The purpose of the certificate is to encourage organisations to introduce and take measures to allow for the reconciliation of private and professional life.
2005	The Office for Equal Opportunities is a partner in an international project, Men and Active Fatherhood <sup>22</sup> , promoted by the Danish Office for Gender Equality. Within this project, a survey is carried out on the impact of paternity leave on active fatherhood <sup>23</sup> and a promotional video is made entitled, Daddy, Be Active.
2006	The Office for Equal Opportunities launches the campaign Daddy, Be Active.: its purpose is to promote the active role of fathers in family life and the sharing of family responsibilities between both partners. An educational documentary is made, which shows the experience of the father-child family relationship and the father-employment working relationship.
2007	The first Family-Friendly Company Certificate is awarded. To date, over 240 Slovenian companies and organisations have received it.
2016	The Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities, together with the Municipality of Kamnik, Tomo Brejc Primary School in Kamnik, Anton Medved Kindergarten, Kamnik Social Work Centre, Dr. Julij Polec Medical Centre and the Icelandic Centre for Gender Equality begin a two-year project entitled, Aktivni.Vsi <sup>24</sup> (Active.All), related to the reconciliation of private and professional life, with an emphasis on the active involvement of men in care and household work.

*Who in your household does work, such as cleaning, cooking, laundry, daily purchases and the like? This type of work is carried out by both partners in 33 per cent of cases and in 39 per cent it is completely left to the women.*

*Quality of Life Survey (1994).*

## When even the big ones envy us...

Slovenia is a country where the employment rate of women with full-time jobs has been, and remains, traditionally high even after they have children. Many EU countries face the problem of how to keep

<sup>22</sup> Programme of the European Union related to the Framework Strategy on Gender Equality (2001–2005).

<sup>23</sup> Tanja Rener, Alenka Švab, Tjaša Žakelj and Živa Humer. 2005. Perspektive novega očetovstva v Sloveniji: vpliv mehanizma očetovskega dopusta na aktivno očetovanje. Raziskovalno poročilo. (Perspectives of new fatherhood in Slovenia: influence of the paternity leave mechanism on active fatherhood. Research Report), Ljubljana: FDV.

<sup>24</sup> The Active.All project was co-financed from the EU Rights, Equality and Citizenship Programme.

women on the labour market when they become mothers. Slovenia does not have these problems, due to its pre-school facilities (for children from 11 months and above), after-school facilities and before-school care for children in the lower grades of primary school, hot meals at primary schools, the possibility of (subsidised) meals in secondary schools and university student meals. Since women in Slovenia still do more household chores and care for children more, such measures have helped, in particular, to facilitate women's employment. Because of these options, Slovenia is a country where parents, and to a greater extent mothers due to the traditional division of responsibilities, do not have to choose between career and family; they can harmonise both.

In the 1970s and the first half of the 1980s, the public child-care network was developed in Slovenia, as citizens strongly supported the building of new pre-school facilities with voluntary contributions. Thus, according to the Statistical Office, there were 231 pre-school facilities in Slovenia in 1965, and in 1986/87, already 802. In the 2012/13 school year, there were 938 pre-school facilities in Slovenia. In the 1970s, they enrolled 22,490 children; in the 1986/87 school year, they enrolled 76,593 children, and as many as 40,031 in 2012/13. Slovenia has a very well-organised system of public (and concessionary) childcare, which facilitates the reconciliation of work and family responsibilities.

## What Slovenians think

Slovenian public opinion surveys have been conducted on the issue of gender equality. Between 1991 and 2003<sup>25</sup>, public opinion on certain issues moved slightly away from accepting the traditional division of roles between women and men, and on other issues, the share of those who believe that family life is suffering at the expense of women working increased considerably. Thus in 1991, 44 per cent of men and 37 per cent of women (strongly) agreed with the statement that the husband's task in a marriage was to earn money and the wife's task was to take care of the household and family; in 2003, 33 per cent of men and 27 per cent of women agreed with the latter statement. In 1991, 70 per cent of men and 67 per cent of women (strongly) agreed with the statement that family life suffers when the wife has a full-time job, and in 2003, 52 per cent of men and 54 per cent of women agreed with this statement. In 1991, 14 per cent of men and 16 per cent of women (strongly) agreed that a pre-school child would probably suffer if the mother had a full-time job, and in 2003, 48 per cent of men and 45 per cent of women agreed with this statement. At the beginning of the Millennium, discussions on the traditional family were often on public agendas in Slovenia (e.g. at the time of the referendum which prohibited the artificial fertilisation of single women), which is why the increased tendency to retraditionalise women is not (too) surprising. Major differences persist between women and men regarding the burden of housework; according to a survey of Slovenian public opinion in 2003, men spent 7.93 hours on housework and women 21.79 hours. Meanwhile, 51 per cent of men and 66 per cent of women (strongly) agreed that men should do more housework than they do now.

*In 1991, 70 per cent of men and 67 per cent of women (strongly) agreed that family life in general suffers when the wife is employed full-time. In 2003, 52 per cent of men and 54 per cent of women agreed.*

*Slovenian public opinion.*

## And what do we do in practice?

*"... If I can't, he steps in; if we're both there, we both do, of course. But I think, that I am still the first one in line to get her to bed, to wash her."*

*Mother of a baby girl in a survey entitled Perspektive novega očetovstva v Sloveniji (Perspectives of new fatherhood in Slovenia), 2005.*

The traditional division of responsibilities between men and women was also confirmed in a survey on the use of time<sup>26</sup> – employed women spent more time on housework and care (2 hours daily), and men

<sup>25</sup> Source: Maca Jogan. 2004. Spolna neenakost kot (ne)samoumevna značilnost sodobne slovenske družbe. (Gender inequality as (non)self-evident characteristic of the contemporary Slovenian society), In: Brina Malnar and Ivan Bernik. S Slovenkami in Slovenci na štiri oči. (Face to face with Slovenians), Ljubljana: FDV – IDV.

<sup>26</sup> Source: European Commission (2004). How Europeans spend their time. Everyday life of women and men. Data 1998–2002.

spent more time on paid work (a little less than an hour daily). In the remaining activities (sleeping, travelling, meals, personal care), there are no significant differences between men and women; for every hour a woman spends on housework a man spends on leisure activities. No survey of such accuracy has been carried out since, so we cannot compare data which are a decade and a half old with more recent information. However, the survey on working conditions in 2010<sup>27</sup> also contained a question on free time: the difference between how much time men and women have per week has slightly decreased, but men still have 6 hours more free time per week.

Number of hours and minutes per day	Employed women	Employed men
Free time	3:51	4:52
Meals, personal care	2:02	2:07
Sleep	8:12	8:06
Travel	1:09	1:14
Housework, care, shopping etc.	4:24	2:24
Income work, studies	4:23	5:20
<b>Total</b>	<b>24</b>	<b>24</b>

Years 1998–2002: On average, Slovenian men have 365 hours and 36 minutes more free time than women. That is: 15 full days or 46 workdays (8-hour workday).

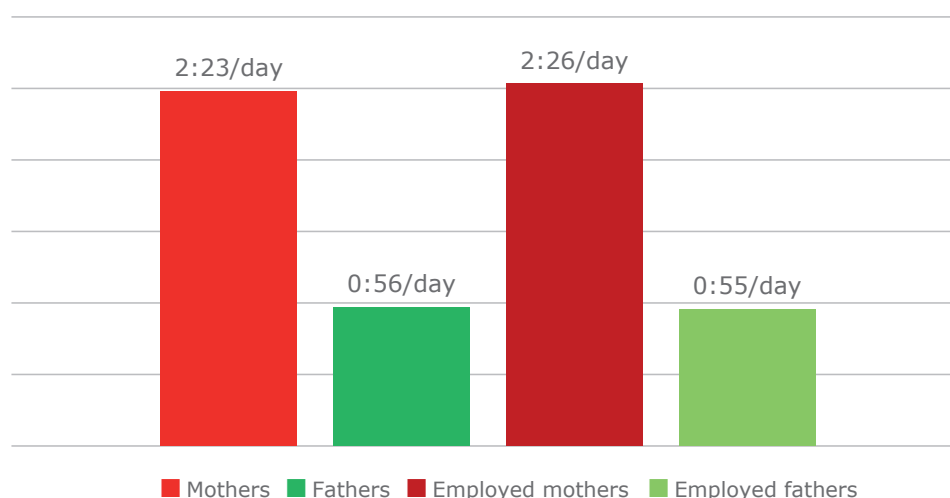
Source: *How Europeans spend their time. Everyday life of women and men. Data 1998–2002. Own calculation*

Year 2010: On average, men in Slovenia have 27 hours of free time and women 21. On an annual basis, this is approximately 312 hours or 13 full days or 39 workdays (8-hour workday).

Source: *Living Conditions Survey, 2010. Statistical Office of the Republic of Slovenia.*

According to the same survey (1998–2002), the differences between genders in terms of time spent on housework and care in the general population aged 20 to 74 even increased slightly: women spend 4:57 hours per day on this kind of work and men 2:39 hours; a high 97 per cent of women as compared to 82 per cent of men did housework and care work. On food preparation, women spent on average 1:40 daily and men 0:52. On the other hand, we noticed that men traditionally spent more time on stereotypically male tasks: for example, men spent 24 minutes a day on building and repairs, whereas women spent only 2 minutes on this.

The time spent on childcare when living with children aged up to 6

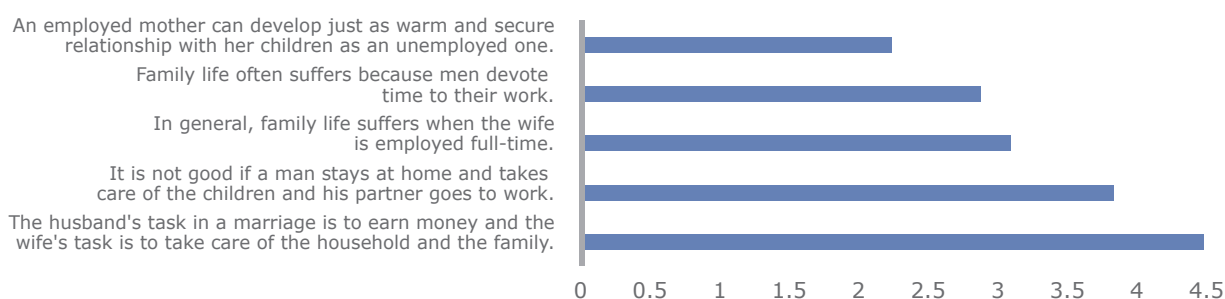


How Europeans spend their time. Everyday life of women and men. Data 1998–2002.

<sup>27</sup> Source: [www.stat.si](http://www.stat.si).

In the case of the surveyed fathers of pre-school children, a survey on active fatherhood (2005)<sup>28</sup> showed a changing traditional perceptions of parental roles in the family. Thus, three quarters of surveyed fathers strongly agreed with the statement that an employed mother can create just as warm and secure a relationship with their children as an unemployed one; however, most are neutral regarding the statement that family life suffers when a woman is employed full-time; as the levels of education of the surveyed persons increases, the level of agreement also decreases, and more than half of persons with three-year vocational education or less (strongly) agreed with this statement. Furthermore, there are similar levels of agreement with the statement that family life often suffers because men devote their time to work; half of the respondents (strongly) agreed. Men are also increasingly active before childbirth; 90 per cent of respondents voluntarily participated in preparing a room for the baby, 86 per cent in shopping for the baby; 73 per cent voluntarily participated in childbirth (and another 7 per cent at the request of their partners), 69 per cent in courses for future parents (and another 8 per cent at the request of their partners). Fathers can encounter a discouraging attitude when taking parental leave; it became evident that this is very rare in networks of relatives and friends, but it is not that rare in the workplace, in particular on the part of superiors; paternity leave has been possible since 2003, so it was presumed that by now the attitude of employers to fathers had changed for the better. In 2005, when the survey was carried out, 14 per cent of the fathers interviewed reported that they had encountered a (very) negative response from their superiors when they took leave. And what did fathers do (or not) during their paternity leave? To the same extent as their partners, they most frequently held their children (60 per cent) or comforted them (50 per cent), most of those who have done something more often than their partner, have got up at night to care for the baby (9 per cent) or bathed and washed the baby (8 per cent) – for this same chore most of them said they have never done it (13 per cent).

1 – I absolutely agree, 5 – I do not agree at all



Source: Perspektive novega očetovstva v Sloveniji: vpliv mehanizma očetovskega dopusta na aktivno očetovanje. (Perspectives of new fatherhood in Slovenia: influence of the paternity leave mechanism on active fatherhood), 2005.

A survey on the reconciliation of family and professional life<sup>29</sup> (2004) carried out among parents of children aged up to 7 showed that in just over one third of cases (36 per cent) grandmothers or grandparents regularly contribute to taking care of the youngest children; usually parents collect children from kindergartens, while grandparents do this in 10 per cent of cases. A little less than a fifth (17 per cent) of respondents are dissatisfied with the opening hours of pre-school facilities, and a few more (21 per cent) would also like them to open on Saturdays and Sundays. Children spend afternoons most frequently with their mothers (58 per cent of female respondents and 31 per cent of partners of male respondents), less frequently with their fathers (10 per cent of male respondents and 4 per cent of partners of partners of female respondents), and in 4 per cent of cases with grandparents. A quarter of respondents (23 per cent) were asked questions about their plans concerning children by their employers in employment or promotion interviews<sup>30</sup>. Quite a few parents had had negative experiences related to their career after the birth of their youngest child; most frequently, they were unable get the employment they wanted (16 per cent); this happened most frequently to women and men up to the age of 30. The second most frequent negative experience was that they could not get promotion (8 per cent), again, more frequently

<sup>28</sup> Source: Tanja Renar, Alenka Švab, Tjaša Žakelj and Živa Humer. 2005. Perspektive novega očetovstva v Sloveniji: vpliv mehanizma očetovskega dopusta na aktivno očetovanje. Raziskovalno poročilo. (Perspectives of new fatherhood in Slovenia: influence of the paternity leave mechanism on active fatherhood. Research Report), Ljubljana, Faculty of Social Sciences.

<sup>29</sup> Source: Aleksandra Kanjuo Mrčela and Nevenka Černigoj Sadar. 2004. Starši med delom in družino. Raziskovalno poročilo. (Parents between work and family. Research Report), Ljubljana, Faculty of Social Sciences.

<sup>30</sup> Employment Relationship Act which prohibited asking such questions entered into force on 1 January 2003.



women than men; the third was that they were assigned to posts lower in rank than they desired (4 per cent); again, this happened more often to women. A quarter of respondents (26 per cent) had to work more than 8 hours a day after the birth of their youngest child; this happened most frequently to men up to the age of 30. When people become parents, they often devote less time to work than before; they may also be absent for a variety of reasons related to children (e.g. leave to care for a sick child). Such changes may be disapproved of by employers and organisations; due to parental obligations after the birth of their youngest child, 10 per cent of respondents sensed a deterioration in relationships with their superiors, 5 per cent with their colleagues, and in 6 per cent of cases the employer even fired them or the respondents resigned because of intolerable conditions (6 per cent). A quarter of respondents (26 per cent) had to work more than eight hours a day after the birth of their last child; this happened to men most frequently, especially men up to the age of 30 (41 per cent).

*Yes, I had problems connected to my career after I had my youngest child because of being a parent:*

- I could not get the job I wanted: 16 per cent (18 per cent of women, 9 per cent of men)
- I could not get promotion: 8 per cent (10 per cent of women, 2 per cent of men)
- I was assigned to a workplace lower in rank without wanting it: 4 per cent (5 per cent of women, 1 per cent of men)

*Starši med delom in družino (Parents between work and family), 2004.*

A survey on gender equality in family life and in partnerships (2012)<sup>31</sup> revealed that Slovenians in principle consider gender equality (partners making decisions together, sharing childcare and their upbringing) to be completely or largely a real principle of their partnership. A total of 94 per cent of respondents believes that there are no significant differences between men and women. However, when we take a closer look at the daily life of the Slovenian family, we see that women are more burdened with daily household tasks and childcare. More women (32 per cent of women, 15 per cent of men) changed their employments in order to facilitate the reconciliation of family and professional obligations, i.e. most frequently the women with completed vocational school (44 per cent) and men with at least a completed higher education (26 per cent). The same applies to the reverse situation wherein family obligations presented an obstacle to changing jobs, although they wanted to; here, women were affected twice as often as men (16 per cent of women, 7 per cent of men). Women had declined promotion because of family obligations four times more often than men (9 per cent of women, 2 per cent of men).

*Yes, family obligations have already been an obstacle to promotion:*

- men: 2.3 per cent
- women 9.1 per cent

*Survey on Gender Equality in Family Life and Relationships.*

At work, we may deem different aspects important<sup>32</sup>, e.g. wages, relationships, security of employment and freedom in the organisation of working time. The possibility of harmonising family and professional obligations was assessed as a very important aspect of their job by 62 per cent of women and 53 per cent of men. Based on their position, this aspect was assessed as very important by 100 per cent of senior female managers and 46 per cent of senior male managers. For 90 per cent of women and 75 per cent of men, it is (very) important that no problems arise with taking leave to care for a sick child. The largest share of women for whom this aspect of employment is (very) important is among those with the lowest incomes (95 per cent). As regards men, those with the highest incomes stand out the most; this group includes the lowest number of those to whom this aspect of employment is (very) important (59 per cent).

<sup>31</sup> Sonja Robnik. 2012. Enakost spolov v družinskem življenju in v partnerskih odnosih. Raziskovalno poročilo. (Gender Equality in Family Life and Relationships. Research Report), Ljubljana, Ministry of Labour, Family, Social Affairs and Equal Opportunities.

<sup>32</sup> Sonja Robnik. 2012. Enakost spolov v družinskem življenju in v partnerskih odnosih. Raziskovalno poročilo. (Gender Equality in Family Life and Relationships. Research Report), Ljubljana, Ministry of Labour, Family, Social Affairs and Equal Opportunities.

How important do you find the following two aspects of work, based on children's age	Possibility of reconciliation – two-parent families with children under the age of 9			No problems with sick leave for a child – two-parent families with children under the age of 9		
	Children 0–3 years of age	Children 4–6 years of age	Children 7–9 years of age	Children 0–3 years of age	Children 4–6 years of age	Children 7–9 years of age
<b>It is not important at all</b>	0.0%	0.0%	0.0%	0.9%	1.9%	0.0%
<b>Not applicable</b>	2.1%	0.0%	0.0%	3.8%	2.8%	1.1%
<b>Neither one or the other</b>	2.7%	1.8%	1.0%	1.4%	6.2%	5.3%
<b>Important</b>	23.2%	20.1%	22.3%	17.4%	16.2%	20.2%
<b>Very important</b>	72.0%	78.1%	76.7%	76.4%	73.0%	73.4%

Source: Gender Equality in Family Life and Relationships, 2012.

"As far as I can remember, before, during and after the transition, Slovenia was based on eliminating gender inequality, eliminating discrimination, equal opportunities for both genders, providing employment and equal payment for the same work to both men and women, and on equal obligations and rights regarding childcare. When we take a look at what happens in practice to actual families in everyday childcare or when we start with the actual way of life of families, we see quite soon that inequality in the family has very deep roots. It is an issue of sharing housework, including all other work, and childcare. Often explanations are used that someone does something better or does not know how to do it or that everything will be done later. If inequalities appear and develop already during maternity leave, beginning with who takes out the rubbish or does the dishes and thus implying that is why the woman is at home, then it is much more difficult to shake off these habits later, when the child grows bigger and the mother goes to work. I have a feeling that many women today have even more difficulties when fighting for equality in everyday life and over sharing chores, because women especially are victims of the consumerist onslaught of various magazines and handbook from which they get advice on cliché behaviour, about how they must be everything: perfect mothers, perfect wives and perfect housewives."

Nada Kirn Špolar, SEZAM Association of Parents and Children.

## What the statistics say

### Part-time employment (share in total employment)

Compared to the EU-28, Slovenia has a low share of part-time employment. However, there is an upward trend in this type of employment, and it is more noticeable among women than men. In a little more than ten years, the share of part-time employed women almost doubled, although it still not even half of the EU-28 average. This share is more stable for men; it rose by two percentage points in the same period and is also approximately two percentage points lower than the EU-28 average.

	2002		2008		2014	
	Men	Women	Men	Women	Men	Women
<b>EU-28</b>	5.9	28.0	7.0	30.4	8.8	32.2
<b>Slovenia</b>	4.3	7.6	6.2	10.4	6.8	13.7

Source: Eurostat.

### The employment rate of parents of young children

If we take a more detailed look at employees between the ages of 25 and 49, it is evident that the employment rate of Slovenian women with one child up to the age of six in comparison to those without children has been rising faster than the EU-28 average. Despite this, a downward trend has been observed, whereas a little over a decade ago the difference in favour of the mothers was some twenty percentage points and it was only a little over ten percentage points two years ago. For men, the situation is the opposite, and an upward trend has even been observed; a little over a decade ago, the difference in the employment rate of men without children and those with one child up to the age of six amounted to a little less than twenty percentage points, and two years ago it amounted to twenty-five percentage points.

	No children				1 child up to the age of 6			
	2005		2014		2005		2014	
	Men	Women	Men	Women	Men	Women	Men	Women
<b>EU-28</b>	71.0	59.1	70.6	62.9	88.7	59.8	87.0	65.6
<b>Slovenia</b>	68.6	54.4	63.6	53.4	88.5	74.8	89.0	66.3

Source: Eurostat.

## The reason for part-time employment is care for a child or a disabled adult

One of the possible reasons for part-time employment is the need to care for a child or a disabled adult. Parenthood or caring for disabled adults is not a primary reason for this type of employment in Slovenia. However, there is a visible upward trend in the case of women; in little less than a decade, from 2006 to 2014, the share of such work doubled, although it is still only half the EU-28 average.

	2006		2014	
	Men	Women	Men	Women
<b>EU-28</b>	3.9	29.2	4.2	27.1
<b>Slovenia</b>	:	6.6 (o)	4.4 (o)	13.6

: - not available // (o) – less reliable data

Source: Eurostat.

## Pre-school facilities

Slovenia has been developing its network of pre-school facilities since the 1970s. Thus, 65 per cent of children in both age groups (1–2 years old, 3–5 years old) attended kindergarten in 2006, and 77 per cent (56 per cent of children in the first age group and 90 per cent in the second) in 2014. The number of kindergartens has also been rising; in a little over twenty years (1992–2014), the number increased by 21 per cent, and the number of kindergarten classes increased by 29 per cent.

	Number of facilities	Number of classes	Number of children enrolled
<b>1992/93</b>	774	3,556	66,029
<b>2000/01</b>	814	3,531	63,328
<b>2010/11</b>	891	4,483	75,972
<b>2014/15</b>	979	5,002	84,750

Source: SURS.

## Single-parent families

In Slovenia, families of married couples with children predominate. In little less than a quarter of a century (1991–2015), the share of single-parent families increased by approximately seven percentage points, mainly because of the growing share of single mothers in single-parent families. In 1991 and in 2002, the share of single mothers was 86 per cent; in 2011, it was 84 per cent and in 2015, it was 81 per cent; and slowly, but steadily, the share of single fathers is growing.

	1991	2002	2011	2015
<b>Maternal</b>	15%	16%	21%	20%
<b>Paternal</b>	3%	3%	4%	5%

Source: SURS.

»In recent decades, the area of gender equality advanced a little, a fact which is mostly visible in amendments to legislation and women's opportunities to participate in public life. However, it is necessary to highlight the problematic status of women living in poverty, because the data show that the survival of certain groups, such as older women or lone mothers is very difficult and their condition is getting worse, which shows that the economic position of women is still an overlooked area of gender equality.«

Dr. Vesna Leskošek, Faculty of Social Work, University of Ljubljana.

## Paternity leave and childcare leave

Slovenian fathers have had the right to paid and non-paid paternity leave since 2003. The right was introduced gradually and has been exercised by a large majority of the fathers entitled to it. On the other hand, parents have the right to share childcare leave, which is exercised by less than every twentieth father (annual average varies up to approximately 5 per cent).

	Up to 15 days	Over 15 days	Childcare leave
<b>2004</b>	12,667	/	NP
<b>2010</b>	18,042	3,734	1,415
<b>2015</b>	16,374	2,890	1,315

/ - the right has not been in force yet // ND - no data.

Source: MDDSZ.

"As the welfare is being systematically destroyed, gender equality is also affected. The existence of accessible pre-school facilities, homes for the elderly, shared parental leave of adequate duration, soup kitchens, free access to contraception and health-care services are essential to women's emancipation. In a society where gender equality has not yet been achieved, the disintegration of social systems means that women are being pushed back into the private sphere, that they are overburdened with household and care-related (invisible) work and that they are becoming more dependent. Thus it is essential to do everything necessary to protect, maintain and, in the long term, extend the welfare state."

Mojca Svetek, Iskra Student Society (2015).

Number of live births per year and the average number of parents who took paternal leave per month.			
Year	Number of live births	Mothers	Fathers
<b>1994</b>	19.463	19.250	64 (0,33%)
<b>1995</b>	18.980	17.261	131 (0,75%)
<b>1996</b>	18.788	17.054	127 (0,74%)

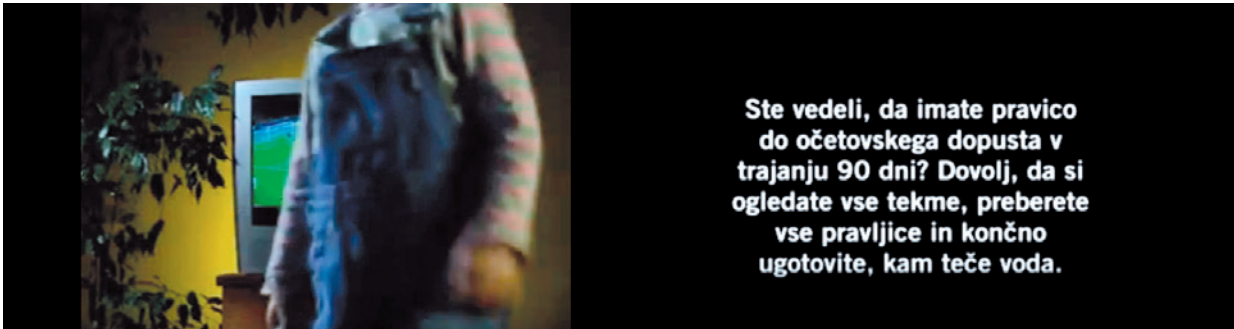
Source: Statistical Office of the Republic of Slovenia.

## Some campaigns

### Daddy, Be Active.

As in many other areas, the area of reconciling family and professional life shows that legislation alone is not enough and that it does not produce the desired changes. Despite the fact that parents in Slovenia have been able to share childcare leave (known as parental leave since 2014) for forty years (since 1976), only a few of them have exercised this right. Non-transferable paternity leave enabled fathers to become more actively involved in caring for young children; however, awareness of this right was low, especially upon the introduction of this type of leave. Therefore, the Office for Equal Opportunities has

carried out numerous activities since 2005 to raise the visibility and use of this right; thus, a television advertisement entitled *Daddy, Be Active*. was broadcast in 2005.



Television advertisement entitled *Daddy, Be Active*. (2005)

## 'Fathers' runs'

A 'fathers' run' is a special type of running event. It requires no great athletic abilities or special preparation. These are not qualifying runs for a European championship, although active parents with their fitness could often compete with the best world athletes. Every active father is fit enough to handle a shorter track together with his child, even if the child is in a stroller or on his dad's shoulders. Everyone who walks, runs or strolls the track is a winner of the fathers' run. Mums are welcome to cheer on and support their teams. Well, such events also need to be immortalised on film.



The purpose of the fathers' run is to encourage fathers to spend active time with their children and to raise awareness of fathers' rights and the positive aspects of active fatherhood for children and their parents.

*"My daddy is the fastest daddy in the world. But I am faster."*

*A 4-year old participant at the fathers' run.*



Fathers' runs were carried out in 2006 in Kranj, Velenje, Slovenj Gradec, Murska Sobota and Ljubljana, and in 2010 in Sežana, Nova Gorica, Celje, Žalec, Dobrova-Polhov Gradec, Škocjan, Polzela, Trzin, Laško, Kranj, Ruše, Idrija, Razkrižje, Vodice, Velenje, Semič, Trbovlje, Piran and Vrhnika.

## Placing children in custody (2005)

Gender stereotypes are harmful to both women and men; if women are more often affected in the field of paid work, stereotypes are more negative for men in the field of non-paid work, particularly in childcare. In most cases, children are placed in the custody of their mother in the event of a divorce/separation, and usually not on the basis of a thorough consideration of who has taken better care of the child, but on the rooted stereotype that this is 'natural'.

The Office for Equal Opportunities convened a consultation on placing children in custody, namely, the Advocate of equal opportunities for women and men received numerous complaints to examine cases of alleged discrimination against fathers in such cases in proceedings for divorce or separation. During the consultation, representatives of the OSTRŽEK Association for Children and Single Mothers' Rights highlighted particularly the problem of cultural patterns and stereotypes, which still prevail in decision-making, because of which, younger children are almost always placed in the mother's custody; the absence of a study of what happens to children during child custody proceedings and what happens after these proceedings are completed; the lengthy duration of these proceedings and the need for greater professional assistance for parents facing problems of parenthood and problems in partnerships.

As one of its special objectives, the Resolution on the National Programme for Equal Opportunities for Women and Men, 2005–2013, defines support for programmes and projects for the faster and more efficient consideration of cases, and help for partners in cases of divorce/separation, child custody proceedings, the regulation of maintenance payments and contacts with children by ensuring equal treatment for women and men.

## Ni ti treba povedati delodajalcu, lahko poveš nam! (You do not have to tell the employer, you can tell us!) 2006

"Do you have children?", "How old are they?", "Are you pregnant?", "Have you been thinking of having a child?", "Are you married?": all of these are questions which employers are not allowed to ask job applicants, because they have been prohibited by law since 2003. Despite this, employers are still asking them.

From November 2006 to 2007, the Office for Equal Opportunities cooperated with the Employment Service on a campaign entitled You do not have to tell the employer, you can tell us. On the one hand, the purpose of this campaign was to notify employers of the ban on asking questions about family or marital status, pregnancy, family planning and the ban on obtaining information not directly related to the employment relationship. On the other hand, the purpose was also to raise the awareness of job applicants of their right to withhold such information from employers. Among the reports of employers infringing this provision of labour legislation, 90 per cent were filed by women, most of whom were between the ages of 21 and 30. Most of the reports concerned the private sector, with the most disgraceful record going to a trading company which had 14 complaints against it. Women have received such questions most frequently when applying for posts as salespersons or for office and administrative work, and men for various jobs, most often in production. These questions were usually posed at interviews, and occasionally even in questionnaires.

Question	Women	%	Men	%
Are you married or single?	292	26.2%	47	34.8%
Do you have children?	315	28.2%	42	31.1%
Do you intend to have children?	190	17.0%	15	11.1%
Are you pregnant?	110	9.8%	/	/
How old are your children?	165	14.8%	17	12.6%
Have you received an advance notice of termination?	45	4.0%	14	10.4%
<b>Total</b>	<b>1117</b>	<b>100%</b>	<b>135</b>	<b>100%</b>

Source: Government Office for Equal Opportunities.

*"The situation of women's unpaid care work in society is a key area in which the issue of women and gender equality is directly connected to current criticism and demands for changes to the system. It is necessary to demystify the role of care in which women have been captured by capitalism, and make capitalists and the state re-define and re-organise their work and recognise the fundamental meaning of care work for society and their share of responsibility to see it is shared fairly by means of a new social contract."*

*Dr. Majda Hrženjak, the Peace Institute.*

### **TEN REASONS WHY IT IS MORE IMPORTANT TO THINK ABOUT FATHERHOOD THAN MOTHERHOOD AT THIS MOMENT**

- 1. It needs to be understood that fatherhood is discriminated against and overlooked. Women are also discriminated against because of the emphasis on motherhood, and men are discriminated against due to the emphasis of their professional career. This is basically a bilateral discrimination, with its roots in modernisation, which failed to maintain the institution of the family as it was in the pre-modern period, but deformed it with an excessively gender-based division of labour. In this process, women were robbed of activities in the public and men in the private domain.*
- 2. Men must be 'allowed' to be fathers (women are expected to be mothers, and the fact that women take care of children is regarded as 'natural'; a man who wants to spend more time with children than usual, who wants to take paternity leave, for example, is soon labelled as 'a doormat' and 'weakling' who is controlled by his wife).*
- 3. Taking care of a baby and very young child establishes an emotional connection and an attachment, and it enables a real and gentle relationship between the parent (thus far it has usually been the mother) and the child. Caring and the sharing of responsibilities in the earliest period of life is the best guarantee that this will continue in the ensuing years and prevents the dominance of the mother.*
- 4. A healthy and strong man will also experience and express feelings as a parent. Anthropology has shown that 'machismo' has no basis in biology and that it is established as a social mechanism.*
- 5. Motherhood alone cannot create parenthood, and fatherhood cannot replace or supersede motherhood. A weak, gentle and emotional mother with a strong, rough and emotionally cold father is the worst combination in parenting. Thus, it is necessary to think of motherhood, and especially fatherhood, in a substantiated, non-prejudiced and non-stereotypical manner.*
- 6. Because it is mostly women who take responsibility for the care and upbringing of children (maternity leave, sick leave) they are in a working group that is at risk. Particularly upon being hired for a job, women are mostly seen as mothers and so they do not have as many opportunities. The fact that men are also fathers is not seen as an obstacle. This complication can be resolved only in such a way that the 'risky elements' of family obligations are the responsibility of both parents, i.e. man and woman.*
- 7. It is necessary to think about paternity leave not because there is also maternity leave, but because paternity leave is an individual right of fathers, and also because children have a right to have the attention of both parents.*
- 8. In the event of divorce/separation, childcare and raising children are usually made the responsibilities of mothers; the greater inclusion of fathers in care and upbringing can have different results. Joint custody of children is increasingly gaining in acceptance around the world; some research results on families in which fathers were more involved in care and upbringing also show that there are fewer divorces/separations in such families.*
- 9. The joint care of children consequently also means joint household chores and other responsibilities otherwise taken by women. It would be difficult to find tasks and roles in families which women can take on and men cannot. Consequently, this means easier and more efficient co-ordination of family and working life of women and men.*
- 10. Finally, although there are more reasons, men who still hold most of the leading positions in decision-making will be able to understand their children better, be aware of their needs and problems more quickly and clearly and, consequently, they will find better and kinder solutions for children and families.*

*Office for Women's Policy on the need for active fatherhood, 2000.*



# IX POLITICAL DECISION-MAKING

*"After the quite evident exclusion of women from decision-making processes in the first years of Slovenia's independence, attempts to take positive measures gradually started to be introduced. The introduction of gender quotas played a crucial role in these endeavours and women currently represent more than a third of deputies in the parliament. Unfortunately, there has been no progress on candidacies at the local level if elections are held according to the majority voting system. Attitudes do not keep up with legislation, since all stereotypes and prejudices are deeply rooted."*

*Majda Potrata M.Phil., Member of the National Assembly in the 2000–2004, 2004–2008, and 2008–2011 terms.*

## Some important non-legislative milestones

1992	The Statute of the first political party (the Liberal-Democratic Party) require 30-per cent participation of both genders in its bodies, at least at republic level and on its candidate list for parliamentary elections.
1994	The Office for Women's Policy publishes a publication entitled Women in Political Parties; it analyses the programmes of parliamentary political parties in terms of their programme resolutions, if any, in the field of gender equality, representation of women etc.
1995	The working group for gender equality within the Stability Pact for South Eastern Europe and the Office for Women's Policy, after issuing the Women Can Do It I handbook, organises several training sessions for women in Slovenian political parties which were aimed at developing specific skills and abilities required for professional participation in politics.
1997	The Office for Women's Policy implements a two-year project on enhancing women's cooperation in decision-making and policy-forming processes, which is co-financed by the United Nations Development Programme (UNDP). The two main objectives are the enforcement of integration of the gender equality principle as a standard tool for decision-making at the governmental level and the preparation of a national strategy for the enhanced participation of women in politics.
1998	The Office for Women's Policy establishes a network of regional female coordinators to stimulate women to participate in their local policy and to stand as candidates at local and national elections. Regional meetings of city and municipal female councillors are also organised.
2001	The Coalition for the assertion of balanced gender representation in public life, a civil-society movement, is formally established. Its main objective is to amend electoral legislation by introducing the principle of balanced gender representation in positions of political decision-making.
2002	The Office for Equal Opportunities organises a national meeting of city and municipal female councillors. The working group for gender equality within the Stability Pact for South Eastern Europe and the Office for Women's Policy implement the Women Can Do It II project, followed by the Roma Women Can Do It project a year later, both intended to increase the participation of women in politics.
2003	The Office for Equal Opportunities implements a two-year project to enhance non-governmental organisations for the needs of development, representation and cooperation in the formation and implementation of policies, which is co-financed by the United Nations Development Programme (UNDP). The objective of the project is to promote partnership between non-governmental organisations and local authorities when addressing issues of social security and equal opportunities.
2011	The Office for Equal Opportunities brings together Slovenian women mayors elected in the 2010–2014 term in an informal network. Mentor Day with a Female Politician is held on 8 March, at the initiative of an expert in the field of political participation of women at the Office for Equal Opportunities, in cooperation with the National Assembly, the Government of the Republic of Slovenia and female students at the University of Ljubljana, University of Maribor and University of Primorska; an event is arranged where experienced female politicians of the highest level become mentors to female students interested in politics.

## When so-called soft measures don't work...

The participation of women in politics has long been an issue, with just over one tenth of female members of parliament and city and municipal councillors, and 50 per cent less women mayors occupying these positions. Awareness actions – from consultations and round tables before each election to presentations of female candidates, regardless of their political affiliation, and press conferences – failed to contribute to significant changes. The situation did not improve after numerous attempts to raise the awareness of political parties that there is actually no democracy without the participation of both genders, and that decisions made by only one gender, i.e. male, are not very legitimate, since they overlook the needs and experience of the other half of population, i.e. women. Due to the poor participation of women in political decision-making processes at all levels, Slovenia has constantly received recommendations of the UN Committee on the Elimination of All Forms of Discrimination against Women to regulate this field. The low participation of women in political life also reduced the classification of Slovenia in equality of gender index rankings, where the balanced participation of both genders in the positions of political decision-making is usually one of the indices of gender equality.

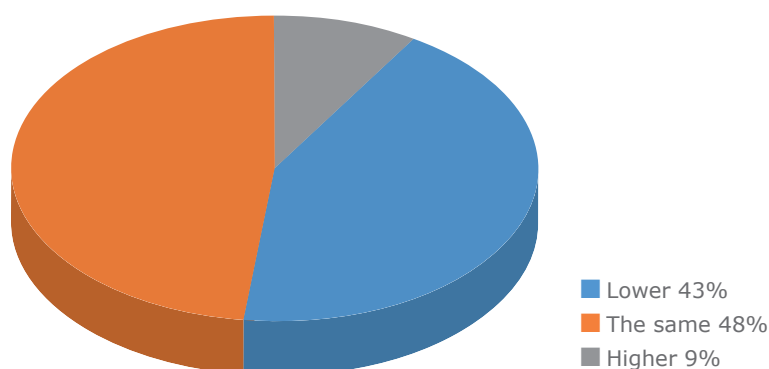
The adoption of legislation produced results by determining minimum shares of both genders and women's mandatory inclusion on candidate lists. Thus, the shares of female members of parliament and city and municipal councillors improved by approximately twenty percentage points. Slovenia is close to balanced, i.e. 40-per cent participation of women in positions of political decision-making, but has not achieved it yet.

## What Slovenians think

In 1993, the Office for Women's Policy conducted a research<sup>33</sup> on the position of women in parliamentary political parties. The majority (67 per cent) of participating members of parliamentary political parties saw the existence of women groups within the parties as necessary and reasonable. Of six participating parties,<sup>34</sup> three had a resolution in their programme referring to the equal opportunities of women. Five had an established special women's group, whereas the share of women in the party's membership ranged between 20 to 62 per cent. In four cases, the parties' statutes are written only in the masculine gender, one consistently in masculine and feminine, and one inconsistently.

Politics was traditionally considered a male-dominated field which women started to gradually enter only after the Second World War, when they obtained suffrage. Thus, the support of women in politics is not self-evident; slightly less than a third of respondents (27 per cent) assessed that the environment (family, neighbourhood, working environment) is unfavourable to their political work, whereas a good third (34 per cent) felt an affiliation. Although legal provisions enacting a minimum share of both genders on candidate lists were enacted a decade later, participating members of political parties were in favour of a measure that would provide women with a specific share of positions in politics in advance; two thirds of respondents (64 per cent) (completely) agreed, while slightly less than a fifth (completely) disagreed (18 per cent).

Compare the power of women to influence decisions within a political party with that of men in your party. Can you describe it as:



Source: *Ženske v političnih strankah* (Women in Political Parties), 1994.

<sup>33</sup> Source: Vera Kozmik (ed.) *Ženske v političnih strankah*. (Women in Political Parties.) 1994.

<sup>34</sup> Participating parties: Slovenian People's Party, Social Democratic Party of Slovenia, United List of Social Democrats, Liberal-Democratic Party, Slovenian National Party, Slovenian Christian Democrats; not participating: Democrats (Democratic Party) and Greens of Slovenia (Ecological Social Party).

There are several reasons for the low participation of women in politics, e.g. women question their own abilities and skills more often than men. Due to the still considerable traditional distribution of care-related obligations, the question of the amount time available arises and how great obstacles to political participation are long workdays and work at unsocial hours (e.g. weekends, evenings). Since there are not many female politicians, girls and young women have no political role models, and through their socialisation they frequently receive subtle messages that politics is a male domain. In Slovenia, women who occupy the highest political positions are most frequently in their middle or late middle age with a great part of their professional (political) career already behind them; they are usually more educated than men, have fewer or already provided-for children; they usually enter in the politics to do something in their field of interest; more than their male colleagues, they appeal to the experts and professional solutions, and also have knowledge of foreign examples and legislation<sup>35</sup>.

*In European social research in 2002, Slovenians gave the lowest grade to the importance of politics to an individual (the average grade on a ten grade scale was 3.2); in Germany, it was 5.1. How do respondents explain the fact that politics plays such a minor role in their life?*

*"I am not interested in politics. I know nothing about it." Woman, 17, 4-year secondary education*

*"I find it boring and uninteresting; quarrelling and coordinating." Woman, 23, 4-year secondary education.*

*"I don't have time for this nonsense." Woman, 28, higher education*

*"I find it distant from my world. I find global politics more important: what's happening in the world, violence, the struggle for peace." Woman, 21, student*

*"Politics does not even exist in my life." Woman, 32, 4-year secondary education*

*"I am only interested in some more important events. I leave the resolution of political issues to the people who are responsible." Woman, 39, 4-year secondary education*

*"I don't want to get involved; it is very complicated." Woman, 48, 4-year secondary education*

*"Politicians are fake; they say one thing and do another. I am up-to-date about political developments. However, it repels me. In theory, politics should have an aim, but it is not like that in practice." Woman, 36, 4-year secondary education*

*Evaluation of the importance of politics and the issue of the low level of trust in Slovenia. 2004<sup>36</sup>*

## What the statistics say

In terms of the share of female politicians, Slovenia ranked low in the European and world rankings. Usually, Slovenia was ranked together with Sub-Saharan African countries, with only Arab countries occupying lower positions. Since Slovenia became independent, from 1992 to 2011, it failed to exceed a 13-per cent share of women in the National Assembly. The situation improved significantly only after electoral legislation changed and prescribed a minimum share of both genders for candidate lists. Although Slovenia managed to improve the situation by over 20 percentage points, balanced participation has still have not been achieved.

	1990	1992	1996	2000	2004	2008	2011	2014
<b>Share of female Members of Parliament</b>	18.7%	13.3%	7.8%	13.3%	12.2%	13.3%	32.2%	35.6%

That the progress is too slow if only so-called soft measures are taken – such as stimulating political parties to increase the share of women candidates with self-regulating measures – is also evident from the extremely slow increase of the share of female politicians at the local level. With approximately 2-per cent progress per term, balanced representation of both genders in city and municipal councils would be achieved only after 2050. The change in electoral legislation that required a minimum share of both genders on candidate lists already had an impact on the 2006 elections, when the share of city and municipal female councillors rose by almost 10 percentage points. After the local elections in 2014, women occupy less than a third of councillor positions.

<sup>35</sup> Source: Antić Gaber, Milica in Selišnik Irena. 2012. Politično polje, zasebno življenje in vstopanje žensk v politiko. Teorija in praksa. 49 (2): 396-415.

<sup>36</sup> Source: Malnar, Brina. 2004. Vrednotenje pomena politike in problem nizkega zaupanja v slovenskem prostoru. In: Brina Malnar, Ivan Bernik. S Slovenkami in Slovenci na štiri oči. Ljubljana, FDV.

In 1996, the Office for Women's Policy conducted an analysis which indicated that in 23 cities or municipal councils no woman occupied a post (only one in 42 cities). In 2002, there were no female councillors in 31 municipalities (in ten municipalities in 2010).

	1994	1998	2002	2006	2010	2014
<b>Share of female councillors</b>	10.8%	12.0%	13.1%	21.5%	22.0%	31.8%

Source: SURS.

In mayoral positions, which are not regulated by electoral legislation through measures to improve representation of the less-represented gender, the situation is not promising; in some twenty years, Slovenia had never had women occupying a tenth of mayor positions. The least, just over one per cent, was in the 1994–1998 term, while the most is just under eight per cent after the 2014 local elections: among 212 Slovenian municipalities sixteen are managed by women. However, no women mayors manage city municipalities.

	1994	1998	2002	2006	2010	2014
<b>Number of mayoral positions</b>	147	191	193	210	212	212
<b>Share of women mayors</b>	1.4%	4.2%	5.7%	3.4%	4.7%	7.5%

Source: SURS.

In the National Council, consisting of forty members, the share of women is traditionally low, while in the two decades of its existence this institution has never approached anywhere near the balanced representation of both genders. The most balanced representation was in 1997, with 5 female councillors, or 12.5 per cent. No woman has yet occupied the position of President of the National Council.

	1992	1997	2002	2007	2012
<b>Share of national councillors</b>	2.5%	12.5%	7.5%	2.5%	7.5%

Source: *Ženske v politiki v Sloveniji*. (Women in politics in Slovenia.)<sup>37</sup>

The share of female Members of Parliament from the Republic of Slovenia in the European Parliament has always been high, in particular in comparison with the representation of women in other political positions. The legislation prescribing a minimum share and the inclusion of women and men on candidate lists has definitely contributed to this.

	2004	2009	2011	2014
<b>Number of Slovenian seats in the EU Parliament</b>	7	7	8	8
<b>Share of Slovenian female EU Members of Parliament</b>	42.9%	28.6%	50.0%	37.5%

Source: European Parliament.

In Slovenia, the first woman took the highest position in the executive branch of power in 2013. From 1990 until now, the twelve Slovenian Governments have been led by only 8 per cent of women.

1990–2016	Number
<b>Prime Minister</b>	11
<b>Female Prime Minister</b>	1

Until the current Government, Slovenia never had a balanced share of male and female ministers; the lowest number of female ministers was in the 1997–2000 (4 per cent) term, the highest in the 2008–2012 (28 per cent) term. Currently, the formation of Government follows an example of parity.

<sup>37</sup> Tanja S. Pleš, Klara Nahtigal, Angela Murko Pleš. 2013. Women in politics in Slovenia. Situation analysis. Ljubljana, the Institute for Social Creativity.

	1990–1992	1992–1993	1993–1997	1997–2000	2000–2000	2000–2002	2002–2004	2004–2008	2008–2012	2012–2013	2013–2014	2016 <sup>37</sup> (February)
Share of female ministers <sup>38</sup>	7.4%	9.1%	10.3%	3.7%	5.9%	18.8%	18.2%	17.4%	28.0%	8.3%	21.1%	50.0%

Source: The Government of the Republic of Slovenia.

"In Slovenia and numerous other countries in the European Union, women in politics were and still are understood as a luxury. In line with this logic, the actions of domestic and foreign political elites unfavourable to women are completely understandable, since at a time of crisis there is no place for luxury. The rejection of the Resolution of the European Parliament (Zuberreport) in March (2015) may be understood in this sense, which highlights the measures to exit from the crisis as being prejudiced in terms of gender and the cause for the increased vulnerability and inequality of women. It goes without saying that the votes of Slovenian Members of the European Parliament also contributed to the rejection."

Dr. Tomaž Deželan, Faculty of Social Sciences, University of Ljubljana.

## Some campaigns



### Women Can Do It!

The *Women Can Do It I* project was implemented by the Office for Women's Policy and the working group for gender equality within the Stability Pact for South Eastern Europe in the form of workshops to train women for political activity.

The working group for gender equality within the Stability Pact for South Eastern Europe and the Office for Equal Opportunities implemented the *Women Can Do It II* project in 2002. It was intended to strengthen the political power and influence of women in parliamentary political parties. Members of parliamentary political parties

were able to participate in training seminars to improve the representation of the needs of female voters, to resolve issues related to the inequality of the genders, to develop, change or supplement the policy of a political party regarding gender equality, to make the policy known and to participate in the field of gender equality in politics with other parties. Six parliamentary political parties participated (Liberal Democracy of Slovenia, Slovenian Democratic Party, Slovenian People's Party, New Slovenia, United Lists of Social Democrats, Youth Party of Slovenia).

The last of the series of *Women Can Do It* projects was entitled *Roma Women Can Do It* and was implemented in 2003. Its purpose was to stimulate Roma women to be more active in public and political life. It included Roma women from the Dolenjska region, Bela Krajina and Prekmurje, who, in seminars built up solidarity with women within the Roma community and participated with politicians at the level of local communities and the state.

<sup>38</sup> Since the term of the current Government has not ended, and the share could not be calculated in comparison with past calculations, only the current situation is presented.

<sup>39</sup> The share is calculated to include all male and female ministers who were at some time members of the Government, notwithstanding the duration of their ministerial term.

## Network of women mayors

The Office for Equal Opportunities wanted to stimulate the cooperation of women mayors on the one hand, and the integration of the principle of gender equality in the policies at the local level on the other, and thus organised the first meeting of women mayors and female director of the Office in 2011, and later, female minister and female state secretary. The informal network of women mayors connected women of all political persuasions at two meetings per year, each time organised by a different woman mayor. They learned about various issues and challenges in the field of gender equality, on which the local community has a great impact. Within the scope of the *Towards Equalizing Power Relations between Women and Men* project (co-funded from programmes of the Norwegian Financial Mechanism), they could also take a study visit to Norway (2013 and 2014) where issues of gender equality have been one of the more important developmental issues for decades. The study visits resulted in action plans for gender equality adopted in the participating municipalities.



Meeting of women mayors and the minister, responsible for gender equality (Nazarje, 2013)

*"The management of matters related to a community, either in local environments or at state level, is always integrated in the context of a complex network of circumstances, interests and backgrounds. It sounds sinister, but it is actually a normal and expected situation, since people tend to defend different views in all areas of life (from culture and sport to nature conservation, public administration, traffic, education) which affect us in one way or another. We advocate different priorities and values that try to co-exist, prosper and dominate within the environment in which we live together. In this, we act as individuals, societies or civil society organisations, as companies, unions, political parties and local and national institutions. All these activities always include risks that someone will be more led by their ego than their reason, to be more fuelled by revenge than progress, to see their own benefits long before (if at all) they think about the success and happiness of other people. Both genders are exposed to these risks, but women have less difficulty focusing on sincerely and enthusiastically established cooperation, integration and progress, which serve higher objectives that go beyond personal gain. The experience of the network of women mayors confirms this, and actively contributes to strengthening the development of numerous local environments across Slovenia."*

*Olga Karba M.Phil., Mayor of the Municipality of Ljutomer, host of the first meeting of the network of women mayors (in the 2010-2014 term)*

## Mentor Day with a Female Politician

People, youth in particular, often find politics remote and uninteresting. Its public image is poor in Slovenia, while the media usually focus on sensational reporting, and the culture of political dialogue is rather low. Since the share of women at the highest level of politics started to increase only after 2011 (through legislative measures), there were only a few political role models with whom young women could identify.

*"Day with a Female Politician was important experience for me. As a future cultural and social anthropologist I am aware of the importance of 'field work'. There is no other field where I could learn in such detail and complexity about the work of women in politics and so openly discuss professional and private problems that female politicians are confronted with on a daily basis. [...] And because of this power, women should go into politics in greater numbers and confront our society with issues to which, as women, they are particularly sensitive."*

*Katarina Parovel, student (2011); she spent a day with Member of Parliament, Andreja Rihter M.Phil.*

On the initiative of an expert in the field of political participation of women, the Office for Equal Opportunities in cooperation with the National Assembly, Government of the Republic of Slovenia and female students from three universities (Ljubljana, Maribor, Primorska) organised Mentor Day with a Female Politician. Young women interested in politics spent 8 March with an established female politician at the highest level (Member of Parliament, Minister, Head of the Office of the President of the National Assembly) and accompanied her in her engagements.

*"The Mentor Day with a Female Politician was laborious and busy in terms of the different things that happened. I saw that their work is demanding and very responsible. I am glad that I could do it, and I can say that it was a kind of turning point in my life. I have always been interested in politics, but I found it too remote, inaccessible and obscure. However, this experience helped me realise that politics could be one of my careers."*

*Sabina Pšajd, student (2011), spent a day with Member of Parliament, Alenka Jeraj.*



*Speech by the Vice-President of the National Assembly at the closing event of Mentor Day, 2011.*



*Mentor Day at the Ministry of the Interior and the Police, 2011.*

*"The project is also important due to the fact that the statistics on the inclusion of women in politics and social decision-making indicates that women are poorly represented in Slovenia. There are not enough women in politics and other important fields, so decisions are sometimes poorer than they could be. As in all fields, it is also important in politics that decisions are made for the widest group of people possible, and this is possible only if both genders are represented equally. Some problems are seen from our individual perspectives and also solved in individual ways."*

*Alenka Jeraj, Member of the National Assembly of the Republic of Slovenia (2008–2011).*

The summary of the successfully implemented Mentor Day, which saw the participation of over thirty female politicians and students showed the positive effects of this approach: young women were offered a unique opportunity to have an insight into a female politician's day, their specific tasks and work, the dilemmas they deal with on a daily basis and their approaches to challenges, while on the other hand female politicians had an opportunity to learn how their work is understood by the younger generation through the information broadcast and published by the media. That the understanding of the younger generation is far from reality was indicated by the students' most frequently uttered sentence: 'I did not imagine your work was like this!'

*"Why do I think that it was an excellent day? Mainly, because of the opportunity for both, students and female politicians, to reflect, confront and get to know each other in real situations. To break down stereotypes, to see behind the scenes and to answer questions to which answers are not always easy to find."*

*Majda Širca Ravnikar, Minister of Culture (2008–2011).*



# X DECISION-MAKING IN THE ECONOMY

*"Twenty years ago, a new era began. Countries from all around the world adopted the Beijing Declaration and have undertaken to eliminate gender inequalities. Young women started to enrol in universities in huge numbers, taking everybody by surprise. After 20 years, women are the more educated group of the population; they have exceptional financial power and make decisions about the majority of purchases. Science fiction for our grandmothers! But in crucial positions, where the future is determined and strategic decisions made, in companies, science or the state, women are still the exception rather than the rule, often pushed to the fringe. Until this changes, we will continue to stand on the threshold of a new era, hoping our children will grow up in a world that does not differentiate between them by their gender or any other characteristics, but accepts and appreciates them for their abilities, courage and devotion. Such a world will not appear out of thin air. It is the task of our generation to create it."*

*Sonja Šmuc, the Managers' Association of Slovenia.*

## Some important non-legislative milestones

<b>1991</b>	In the Managers' Association of Slovenia, a group of female managers is established in an effort to increase the share of women in leading positions and stimulate the female management in Slovenia. In 2012, the group prepares the Include.All document – professional bases for realising one of the objectives of the Commitment of the Managers' Association of Slovenia 15/2020: to increase the share of female managers in companies to 40 per cent.
	The group of female managers under the Managers' Association of Slovenia presents the Women Friendly Company Award for the first time. Since 2002, the award has been called Business Women Friendly Company; its purpose is to emphasise the importance and role of female executives and managers in companies and society. In executive and managerial positions (general manager, member of management board, executive director), a company must have over one third of female managers, at least 40 employees, and should have grown in the previous three years, and positive business results as per indicators used in companies' financial statements.
<b>2005</b>	The Managers' Association of Slovenia presents its first Artemida Award. Its purpose is to recognise leading managers and their role in creating added value in companies or organisations. Artemida encourages women to take on managerial challenges and the most responsible posts in an organisation. Recipients of the award may become general directors, presidents of management boards in a medium or large company who have taken the leading position in the past year for the first time, and directors in a leading position in an important non-commercial company.
<b>2011</b>	The Office for Equal Opportunities calls on the 800 largest companies in Slovenia to adopt measures to provide balanced representation of both genders in decision-making positions in business; meanwhile, it calls on companies listed on the stock exchange to sign a statement on the higher representation of women on management boards of European companies, prepared by the European Commission. At the same time, the Office conducts research on the situation of balanced representation in decision-making positions in the economy in Slovenia.
<b>2012</b>	On 8 March, the Office for Equal Opportunities holds a press conference and stresses the issue of whether all potential is really being exploited if one half of population, women, have more difficult access to managerial positions due to numerous social (e.g. stereotypes) and organisational (e.g. glass ceiling, glass labyrinth and glass elevator) obstacles.
<b>2013</b>	The Equal Opportunities Department of the Ministry of Labour, Family, Social Affairs and Equal Opportunities, in partnership with the Managers' Association of Slovenia and the Commission for the Prevention of Corruption successfully applies for a tender of the European Commission and obtains funds to implement the Include.All project from the PROGRESS programme. In addition to raising awareness on the importance of the balanced representation of both genders in decision-making positions in the business sector, the project also includes concrete measures to achieve balance.

<b>2015</b>	The National Assembly's Committee on Labour, Family, Social Affairs and Disability, and the Commission for Petitions, Human Rights and Equal Opportunities bind the Ministry of Labour, Family, Social Affairs and Equal Opportunities at a joint meeting to prepare an act to regulate the issue of unbalanced representation of both genders in decision-making positions.
	Two research projects are implemented within the Include.All project. The first concerns the differences between the careers of Slovenian female and male managers, while the other deals with non-transparency in recruitment to managerial posts as possible obstacles to the representation of women.
<b>2016</b>	The drafting of the new act to regulate balanced representation of both genders in decision-making positions is included in the Government's Legislative Work Programme.

## When natural progress is no progress at all...

The subject of balancing the representation of both genders in decision-making positions in the economy is topical in Slovenia and beyond. It is a question of democracy and business or economics as well. A business case is based on research projects that have shown a positive link between the presence of women



in the managements of companies and the business results of these companies; this may be attributed particularly to the fact that with greater diversity of membership (in terms of age, education, gender etc.) solutions are more comprehensive. However, if this issue is seen through the prism of democracy, with gender equality or balanced representation of both genders in all fields of public and private life being an important ingredient, then we cannot say we have achieved social justice: despite their higher educational qualifications and the fact that they participate almost equally in the labour market, women do not have equal opportunities to occupy the highest decision-making positions. In Slovenia, 10 per cent of presidents of management boards of the biggest companies listed on the stock exchange are currently (2016) women, i.e. only two women per twenty persons in this position. The number is even lower in the European Union, i.e. 7 per cent.

*Awarenes-raising materials, project Include.All (2015)*

When the European Commission established a database on men and women in decision-making positions in 2003, the 19 largest companies listed on the stock exchange in Slovenia had 6 per cent of female presidents and 20 per cent female members of boards. Ten years later, in 2013, female presidents accounted for 10 per cent, while the female members of boards remained the same, i.e. 20 per cent. With this level of so-called natural progress, with no interventions in the respective field and when companies themselves understand the importance of the educational and working capital of women, balanced representation of both genders in the decision-making positions in the economy will be achieved only after 2080.

If access to the highest decision-making positions is made more difficult for one of the genders, then the state must intervene and create an environment to eliminate the obstacles preventing this gender, women in this case, to fully exploit its potential. Obstacles are of different kinds – personal, organisational, social. The practice in other countries and the practice in the field of political decision-making indicate that the situation changes only if legislation so prescribes.

## What Slovenians think



A special Eurobarometer<sup>40</sup> on men and women in decision-making positions shows a great inclination of the Slovenian population towards gender equality in decision-making positions; 95 per cent of the population agree that women with the same competences should be equally present in decision-making positions in companies. Legislation to provide a greater balance between

genders is supported by 80 per cent of respondents, women (85 per cent) somewhat more than men (76 per cent). Slightly less than half of respondents (47 per cent) even support a fine for companies listed on the exchange market that fail to attain balanced representation.

*In your opinion, what would be the most efficient sanction if companies listed on the stock exchange fail to achieve balanced representation?*

	Fine	Ban on applying for public funds	Nullification of the board's decision	Nullification of the appointment of a member of the over-represented gender	Dissolution of the company
<b>EU-28</b>	49%	30%	28%	28%	10%
<b>Slovenia</b>	47%	19%	31%	38%	11%

Source: Special Eurobarometer 376. 2012.

## And what do we do in practice?

In 2011, the Office for Equal Opportunities focused on the situation in the biggest companies in Slovenia<sup>41</sup>. Of 253 companies, only a third could say that they have already had a woman in a decision-making position in the past (most frequently in financial and insurance-related activities), while slightly more than a fifth (22 per cent) of organisations had a woman in the highest decision-making position at the time of the survey. In terms of the lower levels of management (managers of groups, departments, shifts), 14 per cent of the respondents had a balanced share of men and women, while at the middle-managerial level (heads of organisational units – e.g. services, sectors) the result was 22.0 per cent. Only 3 per cent of organisations had an internal rule or a measure to provide balanced representation of both genders in executive and managerial positions. As the main reason for not having such a rule, the most frequent was that their organisation had not considered it yet. The tendency to apply to self-governing measures (30 per cent of women in the highest managerial positions by 2015, 40 per cent by 2020) is low. Among the main reasons for failing to achieve balanced representation of genders in decision-making positions according to companies is that theirs is an industry where one gender is more evidently represented (40 per cent), that the whole group at the highest management level is represented only by one person (29 per cent), while there are still prejudices present indicating that there are insufficient and unsuitable female candidates (6 per cent) (no one thinks this of men) and prejudices about the lack of female candidates being available at the middle-level management for the highest positions (11 per cent).

*Organisation according to whether there was a woman in the highest decision-making functions (share)*

*Yes, in the past: 33.3%*

*Yes, in the last five years: 29.0%*

*Yes, currently: 21.8%*

*Source: Balanced representation of both genders in decision-making positions in the economy. 2012.*

<sup>40</sup> European Commission. 2012. Special Eurobarometer 376. Women in decision-making positions.

<sup>41</sup> Balanced representation of both genders in decision-making positions in the economy. Situation analysis. Sonja Robnik, 2012.

Research in 2014<sup>42</sup> was undertaken to establish the differences of careers of Slovenian female managers from those of male managers. Its main findings showed that on average men took their first managerial job younger (29 years) than women (31 years). The reasons for the slower professional promotion of women are different, one of the key ones being care-related activities of women. The idea of a managerial career was solely their own (in men and in women) (men: 64 per cent, women: 46 per cent). The share of women being encouraged by their superiors is slightly higher (45 per cent of women and only 31 per cent of men). Men see informal contacts with colleagues as more important for their professional promotion (3.5) than women (3.1). Most female managers think that women would increase their chances of attaining the highest positions if they created more informal social networks with men and women. It is interesting that almost a half of men think that networking would not prove beneficial to women, whereas one fourth of women are of the same opinion. Men more often than women believe that fathers experience more difficulty in having a managerial career than men without children, while both groups think that mothers experience more difficulty having a professional career than women without children. Almost all men (97 per cent) believe that they do not face more strict standards than women when their work is assessed, while 61 per cent of women think that they faced stricter standards than men. The result may be understood as a reflection of male-centred organisational culture and gender-specific criteria in recruitment and promotion procedures.

*The female and male managers who were interviewed assessed that the reasons stated below are the most important regarding the smaller number of women in the highest managerial positions compared to men:*

- social stereotypes that prevent women to occupy executive positions, even if suitably competent*
- maternity and care for family*
- different up-bringing of women and men*
- companies fail to provide equality in terms of professional promotion*
- lack of informal connections*

*Gender Equality in decision-making positions in the economy. 2015.*

Respondents assess that men and women in their organisation are treated equally, with men agreeing more with this statement than women. More women than men think that women in their field of work must work harder than men for the same recognition, and that male managers have a greater influence than female managers in making important decisions in their company. The majority of women (83 per cent) see the lower representation of women in highest decision-making positions in the economy as a problem that should be resolved, while the majority of men (54 per cent) does not. The majority of women (62 per cent) and slightly less than a fifth of men (18 per cent) think that Slovenia should introduce quotas for the balanced representation of men and women in decision-making positions in business.

Research on the transparency of managerial personnel selection in organisations in the Slovenian private and public sectors<sup>43</sup> examined the degree of transparency of selection/appointment practices of this personnel and which potential obstacles to the balanced representation of both genders in managerial positions were noted. The situation regarding the share of women in the highest managerial positions was similar to the first situation analysis in 2012: the majority of organisations never had a woman in the highest decision-making position. To summarise the key findings: on average, questionable practices in appointing/selecting managerial personnel are more common in private than in public sector, whereby it must be observed that the public sector is subject to stricter control (integrity plans, public information etc.) and that issues of transparency are more evident in this sector, while the level of awareness is most probably higher. Non-transparent methods of management recruiting strongly reduce the possibility of equal candidatures, as well as appointments, and increase the possibility of appointments being made according to the principle of 'more of the same' when diversity is not promoted (either in terms of gender or in terms of other personal circumstances).

<sup>42</sup> Aleksandra Kanjuo Mrčela, Tina Kogovšek, Maša Filipovič Hrast, Barbara Lužar, Tjaša Toni. 2015. Enakost spolov na mestih odločanja v gospodarstvu. Končno poročilo. (Gender Equality in decision-making positions in the economy. Final report.), University of Ljubljana, Faculty of Social Sciences. The research was a part of the Include.All project, which was co-funded by the European Union from the PROGRESS programme.

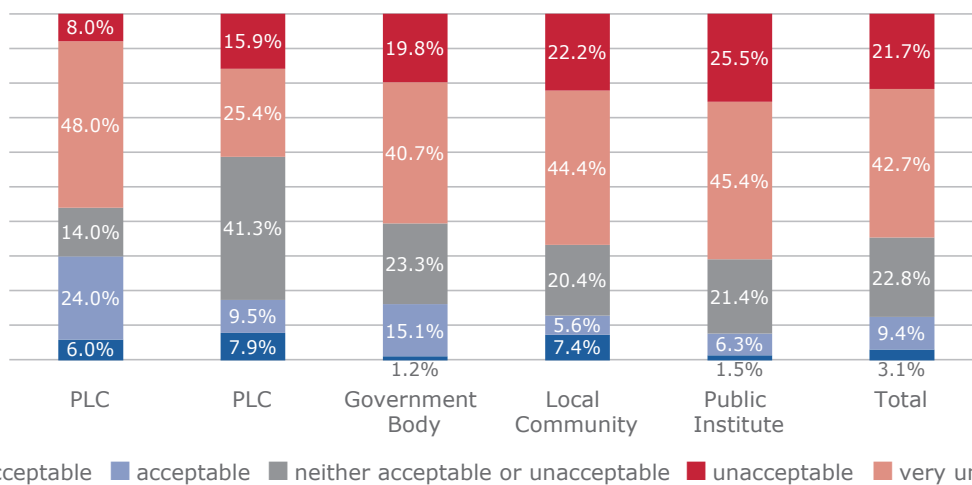
<sup>43</sup> Source: Sonja Robnik. 2015. Enakost spolov na mestih odločanja – pomen transparentnega kadrovanja. Končno poročilo. (Gender equality in decision-making positions – significance of transparent staffing. Final report.) Ljubljana, Ministry of Labour, Family, Social Affairs and Equal Opportunities. The research was a part of the Include.All project, which was co-funded by the European Union from the PROGRESS programme.

*Hypothetical example of staffing:*

Your organisation posted an internal recruitment notice for the Head of X Department. Marc and Jane were included in the narrow selection. Both had the same type of education, she held a master's degree, while he had finished a bachelor's degree. Both received excellent results in the annual interviews conducted by their superior; both passed the tests with above-average results, with Jane being slightly better than Marc. Jane enjoys slightly more support from her colleagues. Their personal information reveals that Marc is 45 years old, married with two adult children and likes to do sports; Jane is 33 years old, married with one 3-year-old child, wants another baby, and is ambitious.

The final decision on the Head of X Department is to be made by the head of the division. He selects Marc and justifies his selection by stating that Jane would not have been so dedicated to work as Marc, since she would take maternity leave anyway.

How would this kind of selection be generally understood in your organisation?



Source: Gender equality in decision-making positions – significance of transparent staffing. Final report. 2015

The acceptability assessment of discriminatory and non-transparent staffing is an important indicator of the normalisation of such practices. Although on the basis of these assessments, we cannot infer how much of this kind of recruitment actually occurs in practice, it may be concluded that it exists and it is not self-evident that this is regarded as questionable or even illegal.

*"Although the situation of Slovenian women is formally improving, clear-cut contributions to gender equality are not sufficiently reflected in everyday practices. Particularly in the light of the financial crisis, the field of female labour remains an issue, since unemployment, anti-crisis measures and decreasing salaries affect women more frequently. At the same time, the representation of Slovenian women in the highest positions remains significantly lower, despite their statistically better education. Thus, it could be said that in the Slovenia in terms of feminist theory, the ceilings are still made of glass and the floor is still sticky."*

*Pina Sadar, anthropologist-researcher, Durham University (2015).*

## What the statistics say

The International Labour Organisation<sup>44</sup> prepared an overview of the situation in 108 countries and covered all management positions. The highest, almost 60 per cent share, of junior, middle and senior female managers was recorded in Jamaica. Among EU Members States, Latvia in seventh place occupies the highest position, with 45.7 per cent share of female managers in 2012. It is followed in 24<sup>th</sup> place by France (39.4 per cent in 2012) and Slovenia in 26<sup>th</sup> place (39.0 per cent in 2012). Among the countries included, the worst situation is in Pakistan (3.0 per cent in 2008).

<sup>44</sup> Source: The International Labour Organisation. 2015. Women in Business and Management. Gaining Momentum. Abridged Version of the Global report.

City	Country	Year	Women at all levels of management in total (junior, middle, senior) in 108 countries. Share of all female managers (latest available data up to 2012)
1.	Jamaica	2008	59.3%
2.	Columbia	2010	53.1%
3.	St. Lucia	2004	52.3%
...			
<b>26.</b>	<b>Slovenia</b>	<b>2012</b>	<b>39.0%</b>
...			
106.	Jordan	2004	5.1%
107.	Algeria	2004	4.9%
108.	Pakistan	2008	3.0%

Source: International Labour Organisation (2015): Women in Business and Management. Gaining Momentum. Abridged Version of the Global Report.

The European Commission collects information on the biggest companies listed on the stock exchange; there are 614 in the EU-28 and 20 in Slovenia. Thus, there are no indications that the share of both genders is balanced, whether in president or board manager positions, director-general, executive or non-executive director positions at the EU-28 level and at the level of individual countries. In terms of the balanced representation of both genders in these positions, Slovenia is slightly above the EU-28 average, with two female presidents of boards, it has a 10 per cent share, i.e. slightly above the EU-28 average.

In no country in the EU are the genders equally represented in these positions, with Slovakia (30 per cent of female presidents of management boards) and France (33 per cent of members of management boards) being closest to this objective. On the other hand, a number of countries have no female presidents of managements boards in the biggest companies listed on the stock exchange (e.g. the Czech Republic, Denmark, Estonia, Ireland, Luxembourg, Malta, the Netherlands, Portugal).

Women in decision-making positions in the EU-28, the biggest companies listed on the stock exchange in April 2015.	EU-28 (614 companies)	Slovenia (20 companies)
Share of female presidents of management boards	7%	10%
Share of members of management boards	21%	22%
Share of female directors-general	4%	15%
Share of executive female directors	14%	24%
Share of non-executive female directors	22%	22%

Source: The European Commission, a database on women and men in decision-making positions.

## Some campaigns

Include.All



VKLJUČI.VSE

In 2013, the Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities in partnership with the Managers' Association of Slovenia and the Commission for the Prevention of Corruption successfully applied for a tender of the European Commission and obtained



funds (PROGRESS programme). The main objectives of the project were to acquire knowledge on the position and career paths of male and female managers, to establish whether non-transparent staffing procedures could be obstacles to the representation of women, to prepare tools for employers to increase the share of female managers and to carry out a general awareness campaign.

The Managers' Association of Slovenia prepared the Include.All Model 6: six measures to find and develop talented people with the highest potential for executive and managerial positions: 1. Recruit-

ment – at least one woman per three candidates; 2. Educational programmes and career plans; 3. Career mentoring; 4. Work performance management; 5. Career sponsorship; and 6. Determination of the target share of women in the managements of companies. Whereas mentoring is an already established approach, sponsorship is a quite new measure, which helps women to become visible; a sponsor enables a future female manager to prove herself at levels where important decisions are made in organisations. Other measures also contribute to the visibility of women, e.g. networking; in this way, the Included (*Vključene*) list was created.

A media campaign was also an important part of the project – the widest response was achieved by a series of five short clips – hidden cameras. People were placed in absurd situations – limited access to a badminton court for more than three women at the same time, access to a clothing shop was limited to specific hours, women were offered more expensive car insurance than men, a lift was available only to men while women had to take the stairs, food and drink in a restaurant were more expensive for women. The purpose of these cameras was to point out that it is equally stupid to prevent women from occupying the highest positions in the economy. The response was extraordinary; approximately 100,000 people watched the videos on YouTube; they were shown by the European Commission at the Gender Equality Forum, and the Gender Equality Facebook page also contributed its share.



# XI WORK

*"In the light of recent polemics referring to Article 96 of the proposal of the Employment Relationship Act, which also proposes a personal reason among reasons for the termination of an employment relationship by an employer, we want to express our disagreement with the proposal.*

*As per the proposal of the Act, a personal reason for termination is given if a worker, due to his or her behaviour, lack of knowledge or abilities or due to the failure to fulfil special conditions stipulated by the Act, is not able to carry out contractual or other obligations of the employment relationship. In particular, we find the reason referring to improper behaviour questionable, since this term may be interpreted in different ways when not defined in detail. According to this proposal, it is up to the employer to decide what proper behaviour is, which gives the employer unlimited reasons for dismissal.*

*We are particularly concerned about how this arrangement would affect the situation of women in the workplace and their dismissal, since the share of unemployed women has been constantly increasing in recent years and already exceeds 50 per cent. In 1999, among newly-registered unemployed people, 55.9 per cent of them were women, which shows that gender is also a hidden criterion for dismissals. This is also confirmed by numerous calls from women to the free number of the Office for Women's Policy who were placed on the dismissal list during maternity leave, child-care leave or immediately after their return to work. With so vague definition of improper behaviour, gender bias may also be observed in practice, with a stereotyped image of a woman and her role as one of the criteria.*

*Thus, we cannot agree with Article 96 of the proposal of the Act that behaviour is a reason for the termination of an employment relationship."*

*Response of the Office for Women's Policy to the proposal that new labour legislation permit a personal reason to be grounds for dismissal, 14 August 2000.*

## Some important non-legislative milestones<sup>45</sup>

1995	The Office for Women's Policy organises a consultation on the position of women in the workplace and issues the publication entitled Problems of Women in the Workplace – Observations of Unions.
	The Association of Country Women of Slovenia is established, a non-governmental organisation that comprises farm and rural women and strives for the observance of their rights and gender equality.
	The Office for Women's Policy responds to the proposal to extend child-care leave to three years; the study Employers' Attitude to Maternity and Child-care Leave shows that employers would stop employing women if a three-year leave was mandatory.
1997	The Office for Women's Policy publishes a brochure and a poster on sexual harassment in the workplace. The United List of Social Democrats, Trade Union of Health-Care Workers, Trade Union of Health and Social Security of Slovenia, Trade Union of Banks and Savings Banks of Slovenia, the Education, Science and Culture Trade Union of Slovenia, Trade Union of Metal and Electrical Industry of Slovenia and the Office for Women's Policy join forces in an awareness campaign entitled How to Say No to Your Boss.
1998	The Office for Women's Policy publishes a publication entitled Women and Men in Slovenia: employment, unemployment, salaries; the first publication on this topic contains numerous indicators on the situation in the labour market according to gender.
	The Office for Women's Policy holds a public debate on pension reform from the perspective of gender, and issues a publication entitled Pension Reform and Women.
	The Office for Women's Policy starts to implement an educational and awareness-raising project entitled Opening the Doors to Women in regional units of the Employment Service, and in cooperation with Delo's Labour Exchange, it organises workshops entitled Seeking Justice for Female Workers, expert consultations with employers and institutions.

<sup>45</sup> Since the field of labour market is associated with the field of harmonising private and professional life, numerous activities are stated in the chapter entitled Family life and partnership, reconciliation of private and family life.



1999	The Office for Women's Policy issues the handbook entitled How to deal with Sexual Harassment in the Workplace, the first handbook on this topic in the Slovenian language.
2000	The Office for Women's Policy opposes the proposal to include a personal reason as possible grounds for dismissal in the new labour legislation. In particular, this would denote worsening the position of women, particularly of pregnant women and mothers of small children, who are frequently perceived by employers as more risky workforce due for frequent parental leaves.
2001	The Association of Free Trade Unions of Slovenia establishes the Committee on Equal Opportunities. Within the Employment Action Programme and Programmes of Active Employment Policy, the programme is implemented to encourage the professional promotion of women. Results: an information centre to monitor and support the promotion of women in the labour market, an information centre to monitor the position of women in the labour market, an analysis of the position of women in the labour market, 30 trained female promoters of women entrepreneurship. The META Institute is established to promote the development of female and family entrepreneurship. It includes women in national and international business networks that help women to start and develop entrepreneurship.
2003	The Office for Equal Opportunities organises a consultation on sexual harassment in the workplace and submits to employers a model statement for a policy forbidding this behaviour in the working place.
2004	The Office for Equal Opportunities conducts an extensive analysis of posting job vacancies in terms of the use of both grammatical genders. In 2004, the Office for Equal Opportunities publishes a brochure on sexual harassment in the workplace to raise awareness on the phenomenon and encourages employers to devise an organisational policy against it. The Office for Equal Opportunities publishes the brochure My Rights. The equal treatment of women and men in Employment Relationships Act involves an overview of provisions on gender equality and measures to facilitate the reconciliation of family and professional life and possible ways to help accomplish this. The programmes of the Active Employment Policy start to introduce gender equality as a horizontal approach. Women are among the target groups; the share of women to be included in an individual measure is determined.
2005	The Office for Equal Opportunities carries out an awareness-raising campaign on sexual harassment in the workplace entitled (I) Do Not Harass!
2006	On 8 March, the Office for Equal Opportunities organises a consultation on the partnership of women and men in the labour market.
2007	The Association of Free Trade Unions of Slovenia starts to present the Roža Mogota Award, an award for exceptional accomplishments in the field of equal opportunities for women and men. The award is presented on 8 March. The Office for Equal Opportunities organises a consultation entitled Women in the Labour Market – statistics and facts. The main topics are employment practices, the role of human resources departments in improving gender equality in recruitment, tasks and role of the labour inspectorate, trade unions and employers.
2010	The Public Agency of the Republic of Slovenia for Entrepreneurship and Foreign Investments and the Ministry of the Economy organise Become a Female Entrepreneur!, events featuring female entrepreneurs and their success, and are intended to encourage female entrepreneurship, and for people to discover the possibilities of independent decision-making about their own career and success. The Office for Women's Policy, the Managers' Association of Slovenia and the Faculty of Social Sciences hold a conference entitled The Difference between Legislation and Practice, dealing with the role of management in forming a non-discriminatory organisational policy. The funds of the Operational Programme of Human Resources Development are used to finance a project entitled A Day for Girls, carried out by the Employers' Association of Slovenia and GIZ Podjetnost. The project provides primary school girls an insight into typical male occupations and stimulates them to enrol in non-traditional secondary schools.
2015	In cooperation with the Municipality of Bistrica ob Sotli, the Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities organises a panel discussion on the situation of rural women and gender stereotypes in the division of labour on farms (Towards Equalizing Power Relations between Women and Men, a project co-financed from the Norwegian Financial Mechanism Programme).

*"In the period after the declaration of independence, the position of women in Slovenia did not improve, and even deteriorated in certain fields. On average, men have higher salaries than women, regardless of the fact that women have usually higher educational qualifications than men. The difference in salaries by gender is the greatest among the most educated (in 2012, women with higher professional or university education earned EUR 489 less on average than men with the same level of education). The glass ceiling is one of the main obstacles for the promotion and empowerment of women in politics and in the private and public sectors as well. One possible solution in the field of gender equality is the introduction of quotas, following the German example, for supervisory boards and management boards of companies."*

*Andreja Poje M.Phil., the Association of Free Trade Unions of Slovenia.*

## Ups and downs...

Women have traditionally made up a large portion of the Slovenian labour market. Their share has increased since the 1920s; in 1955, the employment structure comprised a third of women (33 per cent); in 1991, almost one half were women (47 per cent). Statistical data also indicate that in the so-called transition period (from the late 1980s to the early 1990s) women were not in a disadvantaged position compared to men in terms of dismissals and difficulties finding employment. However, the position of women in the labour market began to deteriorate in the 1990s.

*"The economic independence of women is a prerequisite for women to make autonomous and independent decisions on the lives they want to live. Considering the fact that 55 per cent of employed women in Slovenia fall into five lowest deciles in terms of net salary, and 5 per cent of men in the five highest, women in Slovenia are still far from having actual and full economic independence. This situation calls for political and social changes."*

*Metka Roksanđić, the Women's Lobby of Slovenia.*

In the European Union, a lot of attention is paid to the reduction and elimination of the wage gap (average difference between men's and women's aggregate hourly earnings). In Slovenia, the wage gap decreased by 10.8 percentage points from 1995, when the first data were available, to 2013. For several years, Slovenia was the country with the lowest wage gap in the EU countries. Nevertheless, the 3.2-per cent wage gap means that men on average compared to women, earn for a car of lower price range more in the period of ten years. In other words: an average Slovenian household could pay electricity bills for ten years with this difference.

*"On the Committee on Equal Opportunities of the Free Trade Unions of Slovenia, an advisory body, we decided to act to provide equal opportunities with our own activities and not by calling on the Government to take action instead of us. Trade unions sign collective employment agreements and have an impact on the labour market. Step by step we began to co-create tools to achieve equality (e.g. expert bases for collective negotiations on equal opportunities, guidelines on the equal opportunities of women within their own trade union organisation, training for trade union representatives, specialists on equal opportunities, the Family-Friendly Certificate, mediation to amicably resolve disputes in the workplace). I am particularly pleased about the handbook, drafted already after my term, on equal pay for the same work or work of equal value, which continues a tradition of creating new tools for equality. With the Roža Mogota Award, we turned our attention to exceptional inspiring achievements concerning equal opportunities for women and men in the trade union and society. We change the world with small steps in the right direction."*

*Lučka Böhm, the Association of Free Trade Unions of Slovenia.*

## There is progress, but entrepreneurship is still not of the feminine gender

Entrepreneurship is one of the fields where men predominate, not only in Slovenia, but also in the EU countries. Non-governmental organisations can take the most credit for developing female entrepreneurship, particularly for special programmes to promote it. In 2000, the state responded with the Programme for the Professional Promotion of Women, with the purpose of creating stimulating conditions and environment for female entrepreneurship.

According to the index of total entrepreneurial activity<sup>46</sup> in Slovenia in 2002, 1.37 per cent of the adult population worked in the entrepreneurial sector due to the lack of better employment options, and 3.26 per cent due to opportunities. The data is not broken down by gender. However, on the basis of data showing that all emerging entrepreneurs in Slovenia, 40 per cent of entrepreneurs started their entrepreneurial careers out of necessity<sup>47</sup> and that the share of female sole traders in the group of self-employed women significantly increased, it may be assumed that entrepreneurship out of necessity and not due to opportunity is the prevalent type of newly-created entrepreneurship among women.

*In 2002, the average person who started to pursue an entrepreneurial career was male, between 25 and 34 years of age, with at least a secondary education.*

*Source: Global Entrepreneurship Monitor 2002.*

Statistical data on female entrepreneurs<sup>48</sup> show that in 2012, the share of female entrepreneurs was lower in Slovenia than in the EU-28: of all people in Slovenia involved in an entrepreneurial business, 29 per cent were female in comparison to 31 per cent in the EU-28. In 2012, female entrepreneurs accounted for 8 per cent of women in the active labour force, while male entrepreneurs accounted for 16 per cent. Slovenian female entrepreneurs usually work full time (85 per cent), which is a higher percentage compared to the EU-28 (70 per cent). In 2012, Slovenian female entrepreneurs were on average younger and better educated than male entrepreneurs. Compared to 2008, the share of female entrepreneurs in Slovenia increased by 22 percentage points, while the share of male entrepreneurs increased by 12 percentage points.

*In 2012, an average female entrepreneur in Slovenia was somewhat younger (the majority of females are between 25 and 49 years old) compared to a male entrepreneur and slightly better educated (32 per cent of women compared to 19 per cent of men had at least higher education).*

*Source: Statistical Data on Women Entrepreneurs in Europe.*

## A rural woman: works a lot, rarely manages a farm

*State parties will take into account the special problems of rural women, such as the importance of their role in supporting their families, including their work in economic sectors where no income is generated, and take suitable measures in order to apply the provisions of this Convention also to women in the rural environment. 2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right: a) to participate in the elaboration and implementation of development planning at all levels; b) to have access to adequate health care facilities, including information, counselling and services in family planning; c) to benefit directly from social security programmes; d) to obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency; e) to organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self-employment; f) to participate in all community activities; g) to have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes; h) to enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.*

*Article 14 of the UN Convention on the Elimination of All Forms of Discrimination against Women.*

<sup>46</sup> Source: Miroslav Rebernik, Polona Tominc, Miroslav Glas and Viljem Pšeničny. 2002. Global Entrepreneurship Monitor 2002. The Slovenian Report. The Winding Road to an Entrepreneurial Society.

<sup>47</sup> Source: Miroslav Rebernik, Polona Tominc, Katja Crnogaj, Karin Širec, Barbara Bradač Hojnik, Matej Rus. 2014 Po-manjkanje vitalnosti slovenskega podjetništva. (2014 The Lack of the Vitality of Slovenian Entrepreneurship.) GEM Slovenia (2014).

<sup>48</sup> Source: Statistical Data on Women Entrepreneurs in Europe. Country Fiche. Slovenia. 2014. European Commission.

Rural women started to combine in steering groups in the 1970s under the aegis of agricultural cooperatives; in 1991, there were 266 steering groups comprising 15,815 female members<sup>49</sup>. In 1995, the Association of Country Women of Slovenia was established as a non-governmental organisation, and currently consists of around 80 societies, or approximately 6,500 female members. A great deal of field work before and after the declaration of independence was carried out by agricultural and household consultancy service, which, inter alia, provided advice related to the management of economic activities, household management, hygiene, raising children, health care, care for the ill and elderly, and also informed women on the public activities and decision-making in the agricultural cooperative, local community etc. Today, female and male advisers for farm families and supplementary activities work for agricultural and forestry institutions.

Public information on rural women is scarce. Often, we may make assumptions about their lives only on the basis of research. In 2010, a Slovenian rural woman was on average 52 years old, with primary education, and worked additional 8 hours more per week than ten years before, i.e. 44 hours.

Average rural woman in Slovenia	2000	2005	2010
Age	50	50	52
Education	Primary	Primary	Primary
No. of working hours/week	36 hours	42 hours	44 hours

Source: SURS.

In 1991, according to the survey on the Farm Family, more than a half of female farmers lived on farm as non-owners (54 per cent), slightly less than a fifth were owners (18 per cent) and slightly less than a third were co-owners (28 per cent). Although the data are not directly comparable, it may be assumed that the share of female owners has increased in the last twenty years (1991–2013). However, in the last decade (2010–2013) there has been a decline (4 percentage points), while the average age of female owners decreased, i.e. in 2013 it was 58 years.

	1991
Owner	17.5% of farms
Co-owner	28.2% of farms

Source: Survey *Farm Family*.<sup>50</sup>

	2000	2013
Share of female owners – managers	27.0%	22.8%
Average age	60	58

Source: SURS.

## What Slovenians think

The relationship of Slovenians to the economic independence of women was also measured by the Slovenian public opinion<sup>51</sup>. In 1993, more than half of men (strongly) and two thirds of women agreed with the statement "To be employed is the best way for a woman to gain independence"; in 2003 two thirds of men and almost three quarters of women agreed.

<sup>49</sup> Source: Začetno poročilo RS o sprejetih ukrepih za odpravo vseh oblik diskriminacije žensk (The Initial Report of the Republic of Slovenia on the measures taken to eliminate all forms of discrimination against women), 1993. Office for Women's Policy.

<sup>50</sup> The Farm Family project was conducted at the beginning of the 1990s by the Biotechnical Faculty, Department of Agronomy (A. Barbič).

<sup>51</sup> Maca Jogan. 2004. Spolna neenakost kot (ne)samoumevna značilnost sodobne slovenske družbe. (Gender inequality as a (non)self-evident characteristic of contemporary Slovenian society.)

To be employed is the best way for a woman to gain independence	Men		Women	
	(Strongly) agree	(Completely) disagree	(Strongly) agree	(Completely) disagree
1993	55.8%	20.5%	65.0%	13.5%
2003	67.9%	14.4%	73.1%	12.7%

Source: Slovenian public opinion.

A digress from the traditional thinking that a woman must stay at home loses its importance when asked about what kind of employment a woman with a pre-school child should have. In 2003, research on Slovenian public opinion<sup>52</sup> showed that men are more inclined to the idea of women staying at home; this was stated by over a third of men and slightly less than a quarter of women. Women were also more inclined to full-time work (slightly less than one fifth of men and more than a quarter of women).

What kind of employment should a woman with a pre-school child have?	Men	Women
With full-time work	19.3%	26.8%
With part-time work	45.0%	48.7%
Stay at home	35.7%	24.5%
Total	100%	100%

## And what do we do in practice?

*"The analysis shows that the mere application of the horizontal principle of gender equality in policies and measures would not suffice to achieve gender equality in the labour market. Measures and policies directly targeting the further reduction of gender differences are still needed (particularly in terms of segregation in fields of work and conditions at work, including differences in salaries). [...] The overburdening of women due to the ageing population and increasing amount of care-related work must be taken into account in the further formation of policies and measures in the field of gender equality."*

*Evaluation of the implementation of the Resolution on the National Programme for Equal Opportunities for Women and Men, 2005-2013.*

The Employment Relationship Act prohibited **sexual harassment in the workplace** in 2003. Studies of Slovenian public opinion had already started to measure this phenomenon a decade before, in 1993 for the first time,<sup>53</sup> by posing a general statement: *People in the workplace sometimes find themselves in a position where they are exposed to harassment, sexual insinuations and invitations from their colleagues or superiors. These attempts sometimes include physical contact, sometimes only conversations with sexual innuendoes. Have you ever experienced anything similar?* Some 25.4 per cent of respondents answered in the affirmative, of whom 53.8 per cent were women. Since the beginning of 1990s, there has not been much discussion of this issue<sup>54</sup> in Slovenia; these replies must be understood in the following context: awareness of the phenomenon was poor; studies did not deal with the issue in detail, and there was no suitable legislation. Later studies, which defined the phenomenon in detail and also dealt with offenders and responses to sexual harassment, established that women are significantly more often exposed to this phenomenon. The first to reach this conclusion was a study of Slovenian public opinion conducted in 1998; according to this research, 9.6 per cent of respondents experienced sexual harassment in the workplace and 65.5 per cent of them were women. In other words, sexual harassment was experienced by every eighth woman and every fourteenth man. In 1999, similar research dealt with sexual harassment in the workplace in more detail; of fifteen proposed forms, every third woman had experienced whistling, ogling, insinuations; 'accidental' physical contact; ambiguous remarks on their appearance, body. A significantly smaller number of men experienced the respective forms, i.e. less than

<sup>52</sup> Maca Jogan. 2004. Gender inequality as a (non)self-evident characteristic of contemporary Slovenian society.

<sup>53</sup> Source: Maca Jogan. 2000. Spolno nadlegovanje na delovnem mestu. Teorija in praksa, 37/3. (Sexual harassment in the workplace. Theory and Practice, 37/3.)

<sup>54</sup> Catharine MacKinnon, an American law professor, introduced this term in 1976.

a fifth. A total of 18.8 per cent of people had been victims of sexual harassment according to this study. The most frequent offenders harassing women were their colleagues; women were six times more exposed to harassment by their male colleagues than men by their female colleagues. A third of offenders harassing women were superiors, while men were not harassed by any female superior.

Within the scope of the campaign How To Say No To Your Boss (refer to chapter Some campaigns), a phone survey was conducted which included 439 employed women. It showed the need to raise awareness about the phenomenon, since the respondents in general did not regard so-called mild forms (e.g. whistling, remarks, insinuations, jokes with sexual content etc.) as sexual harassment.

Some occurrences in the workplace were cited which many regard as sexual harassment. How would you characterise them?	This is sexual harassment.	This could be sexual harassment in certain cases.	This is not sexual harassment.
Threats of professional degradation or loss of employment if sexual intercourse is refused	94.1%	1.4%	4.6%
Stalking, forced caresses or kisses	93.8%	1.4%	4.8%
Promises of professional promotion and rewards upon agreeing to sexual intercourse	91.8%	1.6%	6.6%
Exhibitionism	89.3%	1.8%	8.9%
Invitations with a sexual innuendo	82.2%	5.5%	12.3%
Frequent, seemingly accidental physical contact	72.0%	9.3%	18.7%
Telephone conversation or letters with obscene content	71.8%	5.9%	22.3%
Showing of pornographic images in the workplace	65.1%	11.2%	23.7%
Obscene talk	52.2%	14.4%	33.5%
Jokes with sexual content	20.5%	11.4%	68.1%
Whistling, remarks, insinuations	19.1%	7.3%	73.6%

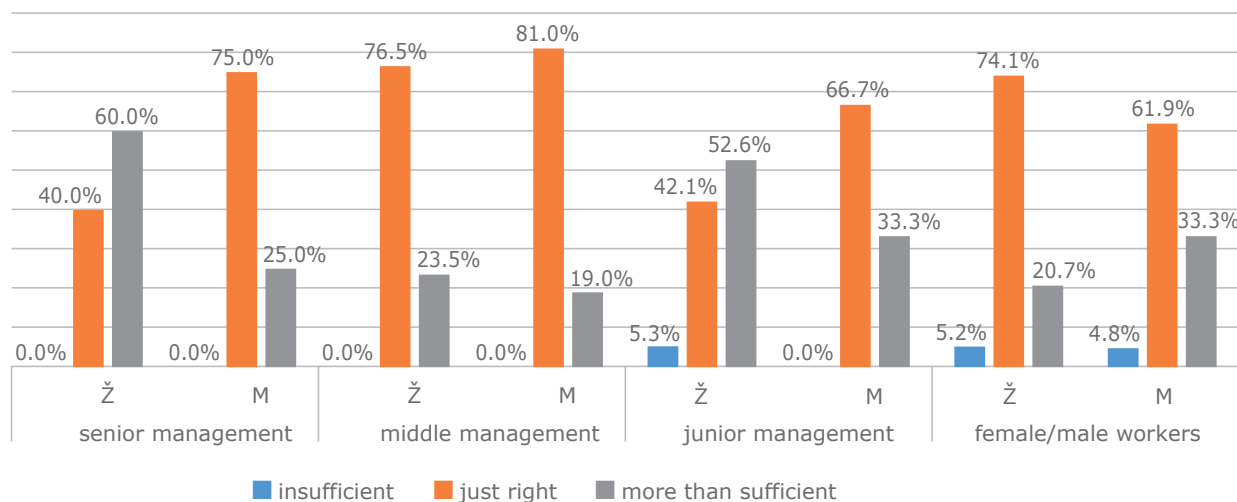
In 2007, the Office for Equal Opportunities conducted research on this phenomenon in cooperation with numerous trade unions. Verbal (e.g. unwelcome attempts at seduction, changing of professional topics to sexual stories, jokes with sexual content, suggestive remarks, comments, insinuations, obscene language etc.), non-verbal (sexually suggestive gestures, staring at body parts, e-mails with sexual content etc.), physical (unwanted physical contact, embraces, kissing, sexual assault etc.), career-related sexual harassment (promised benefits in exchange for actions of a sexual nature) or harassment because of gender (physical aggression, intimidating behaviour, defamation, insults, gender-related mockery) were experienced by a great share of respondents, i.e. mostly women. The most frequent sexual harassers of female victims are colleagues, followed by superiors. Among masculine victims, the most frequent harassers are colleagues, with verbal sexual harassment being the most frequent form of harassment. To these unwanted actions, women (and men) usually responded with a joke or retreat. While approximately one half of women responded with a joke, this response is much higher in men, approximately three fifths.

Experienced in the last year N = 1820	Women	Men
Verbal sexual harassment	28.3%	23.4%
Non-verbal sexual harassment	16.9%	9.3%
Physical sexual harassment	17.1%	8.1%
Career-related sexual harassment	1.1%	0.5%
Harassment because of gender	8.3%	3.8%

Source: Sexual and other harassment in workplaces. Research conducted by the Office for Equal Opportunities and participating unions (2007).

**The intrusion of professional obligations into spare time** has been studied in research on gender equality<sup>55</sup>: approximately one third of men and one fifth of women do job-related work at home after their working hours. Some 7 per cent of women and 12 per cent of men do this (almost) every day, 5 per cent of women and 8 per cent of men a few times a week. Female respondents with at least a higher education (20 per cent) work at home most frequently (almost) every day after work (20 per cent), while among men the highest share (26 per cent) were men with (un)finished primary school education. Women as well as men most frequently stated a sense of responsibility for the work they do (47 per cent in both cases) as the main reason. Work load is perceived differently; a higher share of women work more than they would like. Women occupying senior managerial positions account for the highest share of those who feel overburdened, including male workers.

How do you perceive workload?



Source: Gender Equality in Family Life and Relationships. 2012.

## What the statistics say

### Employment rate

The employment rate of women is somewhat lower than that of men. However, it increased by over ten percentage points in the last two decades and was just under 60 per cent in the second quarter of 2013.

Female employment rate	1993/2	2003/2	2013/2
<b>Women</b>	46.9%	46.7%	59.2%
<b>Men</b>	58.5%	59.3%	66.5%

Source: SURS.

### Employment rate (20–64 years)

Slovenia has a traditionally high employment rate of women, i.e. above the EU-28 average. However, it is still lower than the employment rate of men. Compared with the EU-28, the employment rate of women is above the EU-28 average; in 2003, it was higher by 4.1 percentage points, in 2015, only by 0.4 of a percentage point. By 2008, it slowly increased, while from 2009 onwards it has declined, which is not the case in the EU-28 average. The EU-28 average has slightly but visibly rose in the last four years. In Slovenia and the EU-28, the employment rate of men also rose in the 2003–2008 period and declined after 2009. However, the employment rate of men has been somewhat below the EU-28 average since 2003.

<sup>55</sup> Sonja Robnik. 2012. *Enakost spolov v zasebnem življenju in v partnerskih odnosih*. (Gender Equality in Private Life and Relationships.)

	2003		2009		2015	
	Women	Men	Women	Men	Women	Men
<b>EU-28</b>	58.7%	75.4%	62.3%	75.7%	64.3%	75.9%
<b>Slovenia</b>	62.8%	73.2%	67.9%	75.6%	64.7%	73.3%

Source: Eurostat.

## Unemployment rate, annual average

By 2013, the unemployment rate of women in Slovenia was lower than the EU-28 average; it was equal in 2013, and has been higher since then. Although the unemployment rate of women in the EU-28 and Slovenia decreased, it declined more slowly in Slovenia. The unemployment rate of men in Slovenia has always been lower than the EU-28 average and also lower than the unemployment rate of women in 2015, i.e. by 2.3 percentage points.

	1996	2001	2006	2011	2015
<b>EU-28 – men</b>	N/A	8.0%	7.6%	9.6%	9.3%
<b>Slovenia – men</b>	7.0%	5.7%	4.9%	8.2%	8.0%
<b>EU-28 – women</b>	N/A	9.5%	9.0%	9.8%	9.5%
<b>Slovenia – women</b>	6.7%	6.8%	7.2%	8.2%	10.3%

Source: Eurostat.

## Wage gap

Slovenia has the lowest wage gap in the EU-28. In 2013, the countries with the highest wage gap were Estonia (29.9 per cent), Austria (23.0 per cent) and Czech Republic (22.1 per cent), while the countries with the lowest wage gap included Slovenia (3.2 per cent), Malta (5.1 per cent) and Italy (7.3 per cent). In 2012, the European Commission first celebrated European Equal Pay Day – if women in the EU-28 were to receive the same payment as men, they would have to work approximately two months more; 12 days in Slovenia.

	1995	2005	2013
<b>EU</b>	17%* (EU-27)	15%* (EU-27)	16.3% (EU-28)
<b>Slovenia</b>	14%	8%**	3.2%

\* Estimated value \*\* Temporary data

Source: Eurostat.

In Slovenia, the wage gap is decreasing faster than in the EU countries; it has decreased by almost 11 percentage points in last twenty years (1995-2013) in Slovenia, and by slightly less than one percentage point in the EU. Although in terms of statistical data, Slovenia is among the countries with the lowest wage gap, i.e. "only" 3.2 per cent in 2013 (16.3 per cent in the EU-28), more detailed data show another picture. For example, the general wage gap in terms of earnings<sup>56</sup> is 12.8 per cent in Slovenia, while in the EU-28 it is 41.1 per cent. In 2010, the Belgium presidency prepared a more detailed study on the wage gap in EU countries<sup>57</sup>. The data<sup>58</sup> show the following: the difference between the average gross salary of women and men in full-time employment was 6 per cent (EU-24 20 per cent).

<sup>56</sup> The common gap is a compounded indicator; it measures the impact on the average earning of all women in the period when they can work (employed or not) compared to men: average hourly earnings, average number of paid work per month (before the adjustment due to part-time work) and employment rate. Source: Report on equality between women and men 2015. European Commission (2016):

<sup>57</sup> ThAe Gender Pay Gap in the Member States of the European Union: Quantitative and Qualitative Indicators. Belgian Presidency Report.

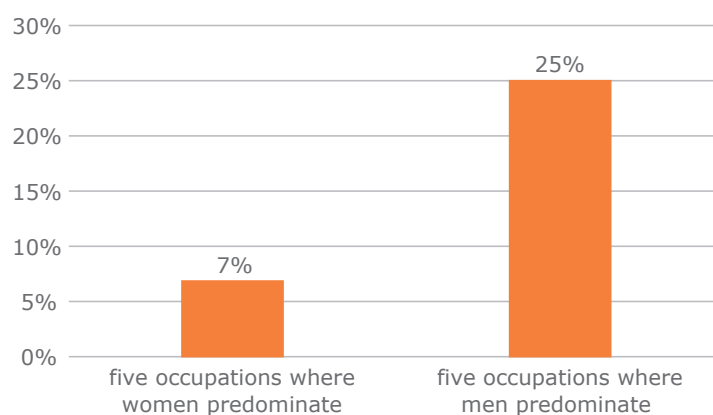
<sup>58</sup> The methodology used in this study mostly included the public sector and companies with fewer than 10 employees, who are not included in determining the general wage gap.



On an annual basis, the difference between the average annual gross salary of men and average annual gross salary of women was 18 per cent in Slovenia (public sector: 11 per cent, private sector: 13 per cent). It was 32 per cent in the EU-24 (public sector: 24 per cent, private sector: 30 per cent).

In five occupational groups with women representing the largest share, the wage gap in Slovenia was 7 per cent in 2006, whereas in five occupational groups with men representing the largest share it was 25 per cent.

Chart: Wage gap in five occupations where women predominate and five occupations where men predominate (2006).



In 2006, women in part-time employment in Slovenia earned EUR 1.60 gross per hour (26 per cent) less than women in full-time employment. Women in part-time employment in Slovenia earned EUR 1.65 gross per hour (26 per cent) less than men in part-time employment in 2006. Among men in full-time employment and those in part-time employment, the difference was EUR 0.32 gross per hour (5 per cent) in favour of the former. Women in part-time employment in 2006 earned EUR 1.97 gross per hour (30 per cent) less than men in full-time employment. Calculated according to the average of 174 hours of work per month (full-time employment), this means that the monthly gross earning of women are lower by EUR 342.78.

## Pension gap

The differences between women and men also continue in old age: in 2014, the pension gap in the EU-28 countries was 40.2 per cent and 17.4 per cent in Slovenia. The average of EU-28 countries has been relatively stable since 2008, at slightly over 40 per cent. In Slovenia, the pension gap decreased by 11.3 percentage points between 2008 and 2014.

	2008	2011	2014
<b>EU-28</b>	40.1%	40.6%	40.2%
<b>Slovenia</b>	28.7%	25.9%	17.4%

Source: Eurostat.

## Entrepreneurship

The level of entrepreneurship in Slovenia (share of female/male entrepreneurs in the active labour force) is lower than the EU-28 average (men and women). Compared to men, the share of female entrepreneurs in the active labour force in Slovenia was almost 3-times lower in 2003, and 1-time lower in 2012.

	2003		2008		2012	
	Women	Men	Women	Men	Women	Men
<b>Slovenia</b>	5%	14%	6%	13%	8%	16%
<b>EU-28</b>	10%	19%	10%	19%	10%	19%

Share of female/male entrepreneurs in the active labour force.

Source: Labour Force Survey, Panteia, Eurostat.

In 2012, the share of female entrepreneurs among all those pursuing entrepreneurial careers in individual sectors is highest in the fields of health care and social work (67 per cent), education (62 per cent), and accommodation and catering services (58 per cent), and lowest in the transport and storage (3 per cent) and civil engineering (6 per cent).

## Some campaigns

### Opening the Doors to Women (1998)

An understanding of rights is necessary for them to be enforced – as for numerous other fields, the Office for Women’s Policy established that awareness of rights in the field of the labour market is poor. This was also confirmed by a telephone survey (1998) in which between one to three fifths of the female respondents agreed that women had the same opportunities as men in numerous sectors of labour market.

Do women have the same opportunities as men in:	Yes	No
a) Employment (if a man and a woman with the same qualifications apply for a job)	27.1%	70.9%
b) Salary (women receive the same salary as men for the same work)	41.2%	55.4%
c) Professional promotion	55.8%	40.5%
d) Occupying executive positions	28.0%	68.6%

Source: Office for Women’s Policy (the ČZP Delo – Stik telephone survey, 28 September 1998, N=439).

With its brochure and workshops entitled *Opening the Doors to Women*, the Office pointed out the basic rights and methods to enforce them. The reason for preparing the brochure was the experience of women who felt discriminated in the workplace or in finding work; the Office started to collect this experience on a free anonymous phone number. On the basis of the recorded telephone conversations, it could be established that women face problems that may be divided into three basic sets: problems related to finding employment, employment and problems in the workplace. The majority of these problems relate to pregnancy and children. Discrimination also occurs in private companies and in state institutions.

### Non-discriminatory advertising of job vacancies (2003–2004)

In 2003, the Employment Relationship Act came into force which required that job vacancies must not be posted only for women or only for men, and that the post of a job vacancy must not indicate that an employer favours one gender. An exception to this rule is when a specific gender is stated as a necessary condition for the work (e.g. a woman for a female theatre role, a man to present a men’s fashion collection etc.). The Office for Equal Opportunities examined ads for job vacancies in the three biggest Slovenian daily newspapers during one week. Of 93 commercial ads, 62 or 88 per cent, flouted the law.

	Masculine gender		Feminine gender		In both grammatical genders or neutral		Professional titles in the masculine gender, main text in both grammatical genders		Total	
	Number	Share	Number	Share	Number	Share	Number	Share	Number	Share
<b>Classified advertisements</b>	44	24.7%	28	15.7%	12	6.8%	1	0.6%	85	47.8%
<b>Commercial advertisements</b>	59	33.2%	3	1.7%	21	11.7%	10	5.6%	93	52.2%
<b>TOTAL</b>	<b>103</b>	<b>57.9%</b>	<b>31</b>	<b>17.4%</b>	<b>33</b>	<b>18.5%</b>	<b>11</b>	<b>6.2%</b>	<b>178</b>	<b>100.0%</b>

Table: Analysis of employment advertisements in the daily newspapers Delo, Dnevnik and Večer from 24 February to 1 March 2003.

The analysis was conducted again in 2004, namely with one-month of monitoring commercial ads for vacancies in three major Slovenian daily newspapers. Of 392 advertisements, 290 (75 per cent) violated the obligation of non-discrimination; 154 were private companies and 49 public institutions. All violators were warned about appropriate advertising, and at the same time companies, public institutions, trade



nion that sexual harassment could not be legally sanctioned, since it could not be defined as a criminal offence, and some media outlets claimed that women invent problems.

After the legal prohibition of sexual harassment in the workplace (2003), practice showed a poor general awareness of the phenomenon – e.g. that there was no distinction as to what sexual harassment is and is not, that victims did not know where to find help, that people did not know this form of discrimination was prohibited by law. In 2004, the Office for Equal Opportunities thus published a brochure and organised a consultation on the topic, which received a lot of media attention. In 2005, it raised awareness of the phenomenon with the assistance of the Nurses and Midwives Association of Slovenia, social work centres and other public institutions.

## Consultation on rural women (2015)

At the consultation on the International Day of Rural Women,<sup>59</sup> it was pointed out that the majority of farm owners are men; one of the reasons is the stereotype that women are not adequate managers and thus in many cases the farm is inherited by a son-in-law, not a daughter; women on farms carry out an increasing number of traditionally male tasks, whereas a trend in the opposite direction is not so evident, since men do not take over traditionally female tasks to such an extent; there is also a great problem of male farmers who lack female partners, since women do not decide to pursue this kind of life and very few women move to farms from an urban environment. These findings were also confirmed by the study on relationships on farms<sup>60</sup> (2010). Among other things, it showed that the distribution of household tasks is still very traditional: more men than women take care of paying the bills and financial matters and minor repairs in the house, while women buy food, prepare meals, vacuuming, wash dishes and care for the ill and elderly, dress children and ensure they are properly dressed and go to bed, assist children with homework, play with children and drive children to school, nursery or spare-time activities.

*"I think that a lot has been done on awareness-raising and that the situation has significantly improved. The position of rural women is not bad. Women had no rights, and only a few of them were farm owners. They had many tasks, but their work remained unnoticed and unpaid. I think that the current deterioration of the situations on farms is another example of the violation of the rights of the female population. In the past, saving always started with women, and thus I fear that it will be the case again."*

*Irena Ule, the Association of Country Women of Slovenia.*

<sup>59</sup> The Towards Equalizing Power Relations between Women and Men project co-financed from the Norwegian Financial Mechanism Programme was organised by the Equal Opportunities Department together with the Municipality of Bistrica ob Sotli.

<sup>60</sup> Source: Duška Knežević Hočevar and Majda Černič Istenič, 2010. Dom in delo na kmetijah. (Home and work on farms.) A Study of Relationships between Generations and Genders. ZRC SAZU, Založba ZRC publishing.

## XII EDUCATION AND SCIENCE

"The state invests in the education of women and men, and when their educational capital on the labour market is not utilised, this means that the investment was wasted. And no, this does not mean that women should be pushed back into the caring services and unpaid work. This means that we must establish conditions in which this potential could make an equal contribution to economic and social development. The establishment of conditions does not mean that we should let time run its course and wait for so-called natural development to bring about progress. We must ask ourselves whether we really have time to wait half a century or more for 'natural' progress to achieve the point at which a young woman would be able to enter the labour market knowing that glass ceilings, labyrinths and sticky floors were only historical facts from her grandmother's youth?"

*Martina Vuk, State Secretary at the MDDSZ, from her speech at the conference, Lepotica in zver: Ne podcenjujte moči talentov (Beauty and the Beast: Don't Underestimate the Power of Talents), Ljubljana, 2015.*

### Some important non-legislative milestones

1994	The Office of the Slovenian National Commission for UNESCO organises the first round table on women in the fields of science and research.
1996	The Office of the Slovenian National Commission for UNESCO finances the first major research on the position of women in the field of science in Slovenia. The results show that there are numerous organisational and social obstacles to gender equality in science and research, from prejudices to lack of support, overburdening of women with administration, care-related and household work etc.
1998	The Office of the Slovenian National Commission for UNESCO organises a regional conference on women on science and research.
1999	The Ministry of Science and Technology appoints a female national coordinator for women in science.
2001	The Ministry of Science and Technology establishes a commission to enforce the role of women in science.
2006	L'Oreal and UNESCO award the first scholarships under the For Women in Science programme; they are intended for scientific and research projects of female researchers of natural sciences, medicine and biotechnology at Slovenian scientific institutions.
2007	The Office for Equal Opportunities organises a panel discussion on women in science and research, the purpose of which is to speak out about the problems that women face in this field. The low representation of women at the Slovenian Academy of Science and Arts is also highlighted by the panel.
2008	During the Slovenian Presidency of the EU Council, the Ministry of Higher Education, Science and Technology organises an international workshop, Family-friendly academic careers – towards an integrated model. Its purpose is to contribute to the European discussion on the research sphere and the development of academic careers.
2013	On the basis of the findings of many conferences of the Commission for Women in Science, a manifesto is drafted, For Equal Opportunities of Women in Science, which includes requirements for equal participation in representative, decision-making and management bodies, equal opportunities in decision-making on the allocation of research funds and equal access to funds, equal conditions for promotion and awarding the highest titles, consistent gender sensitivity in the use of language, equal working conditions (equipment, work space, expert assistance), consideration of the numerous sources of discrimination in the formation of scientific policies etc.
	The Commission for Women in Science prepares a book, Women in Science, Women for Science: Perspectives of Women in Science in Slovenia and the Factors of Change, which gives some answers to the question why there are such obvious differences between women and men in science.

## Better educated, but...

*"Slovenia's independence did not change the fact that in a specific period women who give birth have different everyday tasks from men. If during this period their home and working environment do not support and encourage them in their wishes, they do not take more difficult career paths (any more) which demand more work and effort. Thus, women are significantly less represented in managerial positions, where informal connections are also important. These connections are evidently more favourable to men (even increasingly)."*

*Dr. Marija Bešter-Rogač, Commission for Women in Science at the Ministry of Education, Science and Sport.*

If the post-war generation of Slovenian women was less educated than men, this has changed significantly in the last twenty years. Today, women in the age group between 30 and 34 years predominate among those with a qualification in tertiary education (53 per cent of women and 31 per cent of men), and approximately three fifths of women achieve this level of education annually. To look back to the past: two facts stand out: higher education was completed by only twelve Slovenian women by 1918, while the first doctoral degree was awarded to a woman at the University of Ljubljana in 1920. In the last twenty years, the share of female PhDs has evidently increased and reached a half of all awarded this title. Nevertheless, it is still not proportional to the share of female university graduates. The reasons for this gap – in addition to personal reasons, such as motivation to study – lie in the fact that women of this age when deciding to continue to study are more burdened with care-related work than men. This load is also reflected in science; for a woman to develop her professional career, parenthood is a greater obstacle than it is for a man.

## What the statistics say

In the last twenty years, the number of those who completed the tertiary level of education almost tripled in Slovenia. Women predominate among those who completed any level of tertiary education (from the higher vocational to the doctoral level). In the last twenty years (1994–2014), the share of female masters of science and specialists saw its biggest increase, i.e. by 22 percentage points, and exceeded this share in 2014, attaining equal representation of women and men (at least 40 per cent of each gender). Compared to 1994, the situation reversed at the doctoral level, when in 1994 men awarded with a doctoral degree predominated (64 per cent); this is currently the domain of women (60 per cent). However, the imbalance between female university graduates and PhDs changed less: in 1994, there were 60 per cent of female graduates and 36 per cent of female PhDs, whereas in 2014,<sup>61</sup> there were 64 per cent of female graduates and 50 per cent of female PhDs.

	1994	2004	2014
<b>Level of education – TOTAL</b>	57.7%	60.4%	59.9%
<b>Higher professional</b>		50.4%	44.9%
<b>Higher education (former)</b>	59.4%		
<b>Professional higher education (former)</b>		62.5%	47.4%
<b>Professional higher education (1<sup>st</sup> Bologna level)</b>			61.1%
<b>University education (1<sup>st</sup> Bologna level)</b>			63.1%
<b>University (former)</b>	59.8%	63.8%	64.8%
<b>Masters (2<sup>nd</sup> Bologna level) – comprehensive masters</b>			70.9%
<b>Masters (2<sup>nd</sup> Bologna level) – after completed 1<sup>st</sup> Bologna level</b>			63.6%
<b>Masters (former) and specialisation (former)*</b>	44.4%	54.4%	66.2%
<b>Doctoral (former)</b>	36.3%	40.6%	59.8%
<b>Doctoral (3<sup>rd</sup> Bologna level)</b>			44.6%

Source: SURS.

<sup>61</sup> Combined data for university (previous) and comprehensive master's programme (2<sup>nd</sup> Bologna level) and after the completed 1<sup>st</sup> Bologna level on the one, and combined previous doctoral level and 3<sup>rd</sup> Bologna level on the other.

"Although it is the 21<sup>st</sup> century, we still face the invisibility of women in the field of information technologies. Those who care decided that we would not only talk and wait for something to happen, but take action to make desired changes. We were pleasantly surprised at the response of women in the computer programming workshops. We aroused their interest, and now we move on."

Dr. Mateja Verlič, CodeCatz.

In Slovenia, gender is still a major factor in which types of courses people choose – in the 1990/1991 school year, female secondary school students were predominant in courses in leather, textiles, chemistry, pharmaceuticals, economics, health-care, pedagogical, and social subjects, while male secondary school students took courses in forestry, wood processing, civil engineering, electrical engineering, computer science, metallurgy, mechanical engineering, mining, geology and internal affairs.

Share of female secondary school students (%)	1990/1991
Agro-food processing industry	49.1
Forestry	0
Leather processing industry	73.2
Textiles industry	96.3
Chemistry, pharmacy, rubber manufacturing, non-metal industry	71.1
Wood manufacturing and processing	10.7
Construction	15.4
Catering and tourism	58.4
Economy	82.7
Printing and paper industry	54.1
Electrotechnology and computer science	3.8
Metallurgy and mechanical engineering	4.6
Transport and communications	48.8
Mining and geology	4.7
Health care	87.5
Pedagogy	86.0
Social science	88.7
Culture	65.3
Natural science, grammar schools and personal care	62.0
Internal affairs	0
<b>TOTAL</b>	<b>50.4%</b>

Source: SURS.

In 2013, twenty years later, the situation had not changed much: female students remained predominant in education, photography, design, interior decoration, administration, textile, glass production, veterinary science, hair-dressing, cosmetics, pharmacy; none, or very few, took the following, stereotypically male courses: stonecutting, computer science, technology, mechanical engineering, metallurgy, electrotechnology, telecommunications, designing, repair of motor vehicles and agriculture machinery, wood processing, civil engineering, mining, forestry etc.

Share of female secondary school students	2013
All fields – TOTAL	48.8%
Upper secondary education (general)	60.8%
Upper secondary education (technical)	52.1%
Training for pre-school teachers (broad programmes)	90.6%
Audio-visual techniques and media production (broad programmes)	49.4%
Printing, bookbinding, publishing	20.2%
Photography, film, TV, video	79.1%
Design (broad programmes)	73.5%
Interior decoration	84.1%
Stonecutting	0.0%
Business and administration (broad programmes)	63.9%
Wholesale and retail sales (broad programmes)	58.3%
Secretarial and office work (broad programmes)	74.1%
Computer science (broad programmes)	30.0%
Computer science and informatics	16.7%
Computer programming and programming languages	3.2%
Engineering and engineering trades (broad programmes)	0.4%
Mechanics and metal work (broad programmes)	0.9%
Metallurgical engineering and technology	0.0%
Mechanics and metal work (other)	2.5%
Electrotechnology and energy (broad programmes)	0.4%
Electrotechnology	0.0%
Electroenergetics	0.0%
Telecommunications	0.6%
Designing, manufacturing and servicing computers	2.4%
Chemical technology and process engineering (broad programmes)	49.5%
Motor vehicle building, maintenance and repairing	0.5%
Agriculture machinery building, maintenance and repair	0.0%
Food processing (broad programmes)	57.2%
Baking and confectionery	66.5%
Meat processing	0.0%
Clothing technology	92.7%
Textiles, clothes, footwear, leather (other)	0.0%
Wood processing	1.3%
Glass and porcelain production	100.0%
Mining and extraction (broad programmes)	0.0%
Mining engineering and technology	0.0%
Geodesy and cartography	14.9%
Building and civil engineering (broad programmes)	12.0%
Operational construction	0.0%
Finishing operations in construction	2.0%
Building and civil engineering (other)	0.0%



Delež dijakinj	2013
Crop and livestock production (broad programmes)	18.5%
Crop and livestock production (other)	35.9%
Horticulture (broad programmes)	68.5%
Floriculture	94.8%
Forestry	0.0%
Veterinary (broad programmes)	70.1%
Nursing and caring (broad programmes)	69.6%
Dental studies (broad programmes)	64.5%
Optical and hearing aid technology	59.3%
Medical laboratory technology	84.5%
Pharmacy (broad programmes)	79.4%
Hotel, restaurant and catering (broad programmes)	32.8%
Hotel, restaurant and catering (other)	61.0%
Chimney sweeping	12.5%
Hair and beauty services (broad programmes)	91.0%
Cosmetics, beauty massage, make-up	98.6%
Sea and river transport	8.5%
Transport services (other)	32.5%
Environmental protection technology (broad programmes)	54.6%
Natural environment and wildlife (broad programmes)	50.8%
Protection of persons and property	18.4%

Source: SURS.

Women still account for most of the teaching staff in pre-school, primary and secondary education. In almost 25 years, the share of men in pre-school education increased by only 1.4 percentage points, and by 3.6 percentage points in primary education. The greatest increase is recorded in secondary education, i.e. 13.3 percentage points in more than twenty years.

Share of women	1990/1991	2006	2013
Kindergartens	99.1%	98.8%	97.7%
Primary schools	84.3%	87.3%	87.9%
Secondary schools	52.9%	65.4%*	66.2%*

\* Data for 2008.

Women also predominate among management personnel at all three levels of education. However, their share is decreasing as their level of education rises and is not proportional to their participation at an individual level: in 2013, kindergartens, primary schools and secondary schools were managed by 96 per cent, 74 per cent and 57 per cent of headmistresses, respectively.

Management personnel	2006	2013
Kindergartens	94.4%	96.3%
Primary schools	67.0%	73.9%
Secondary schools	52.2%*	54.0%

\* Data for 2008.

In the field of science, the situation is different. As noted above, the share of female PhDs is increasing. However, the share among female researchers is disproportionate (34 per cent in 2003), with even a smaller percentage in the teaching profession. Men predominate at all levels of teaching staff – the high-

most number occupying full professor positions, i.e. three quarters. Among management personnel, the share of women (2007–2014) increased by more than ten percentage points in slightly less than ten years: in 2007, 33 per cent of staff occupying managerial positions in high and higher education institutions were women, and in 2014, there were 45 per cent of women.

Share of women	2014
<b>Full professor</b>	25.0%
<b>Associate professor</b>	33.7%
<b>Assistant professor</b>	44.1%
<b>Senior lecturers</b>	47.5%

Source: SURS.

Regarding doctorates, the share of Slovenian female PhDs does not significantly differ from female PhDs in the EU-28. The greatest differences are among those who were awarded a doctorate in 2012 in social sciences, economics, law, agriculture, veterinary science and services, where women's share in Slovenia is approximately 10 percentage points higher than the average in the EU-28. In slightly less than ten years (2003–2012), no significant changes occurred in Slovenia regarding the fields in which Slovenian female PhDs and where male PhDs predominate – the highest shares of women (two thirds) are in agriculture and veterinary science, while men predominate in mechanical engineering, manufacturing and civil engineering (two thirds). The comparison between 2003 and 2012 shows an increase in the share of women who received a doctorate in social sciences, economics and law, mechanical engineering, manufacturing and civil engineering, agriculture and veterinary science.

	2003		2012	
	EU-28	Slovenia	EU-28	Slovenia
<b>Share of female PhDs</b>				
<b>Education and care</b>	60.5%	60.0%	63.3%	58.3%
<b>Humanities and arts</b>	51.4%	63.0%	54.5%	60.9%
<b>Social sciences, economics and law</b>	43.1%	37.7%	50.9%	63.8%
<b>Natural sciences, mathematics and computer science</b>	40.0%	44.8%	41.9%	39.0%
<b>Mechanical engineering, production and civil engineering</b>	21.9%	19.3%	28.4%	28.3%
<b>Agriculture and veterinary science</b>	49.6%	36.4%	56.0%	67.9%
<b>Health care and social services</b>	51.1%	52.0%	58.6%	60.9%
<b>Services</b>	/	/	42.4%	54.5%

Source: 2006 and 2015 She Figures.

*Some 96 per cent of all members of the Slovenian Academy of Sciences and Arts (SAZU), the major national scientific and art institution since 1938, are men. Of 481 members, there have been only 18 women since 1938.*

*Source: SAZU, the SAZU alphabetical list of members (2016).*

In 1999, the Slovenian Ministry of Science and Technology appointed a national female coordinator for women in science, and established a commission to enforce the role of women in science in 2001. The commission constantly strives to eliminate discrimination in numerous fields: from the imbalanced representation of women in decision-making bodies in science and gender-balanced promotions to issues related to the reconciliation of private and professional life and elimination of wage gap.

*"The efforts made for women in science by the commission, which has been working as an expert body of the Ministry since 2001, have not attained all the objectives yet. Legal frameworks are roughly set and the role of woman in science is more frequently discussed today. Structural changes to modernise the human resources management and working environment are on the agenda now, and may be achieved only with the active cooperation of the managements of universities and public research institutes."*

*Dr. Andreja Umek Venturini, Secretary of the Commission for Women in Science (2001-2013).*

# XIII HEALTH AND REPRODUCTIVE RIGHTS

## Some important non-legislative milestones

1996	In the 1996/97 school year, the Midwifery School is re-established (a special course within the Nursing College) having been closed in 1981 following educational reforms.
1997	The Europa Donna Association is established in order to provide equal opportunities to all women in Slovenia for early and immediate efficient treatment of breast cancer. ----- A national programme to reduce cervical cancer morbidity and mortality is adopted.
2002	The programme for early detection of cervical cancer, ZORA, is formally established.
2008	The screening programme for the early detection of breast cancer, DORA, begins.
2011	In addition to public discussion on the closing of certain maternity hospitals, the Government Office for Equal Opportunities organises a panel discussion, the Reproductive Health of Women Exposed. The purpose of the panel is to emphasise what the proposed strategy would mean from the aspect of accessibility to, and the quality of, reproductive health-care services for women.

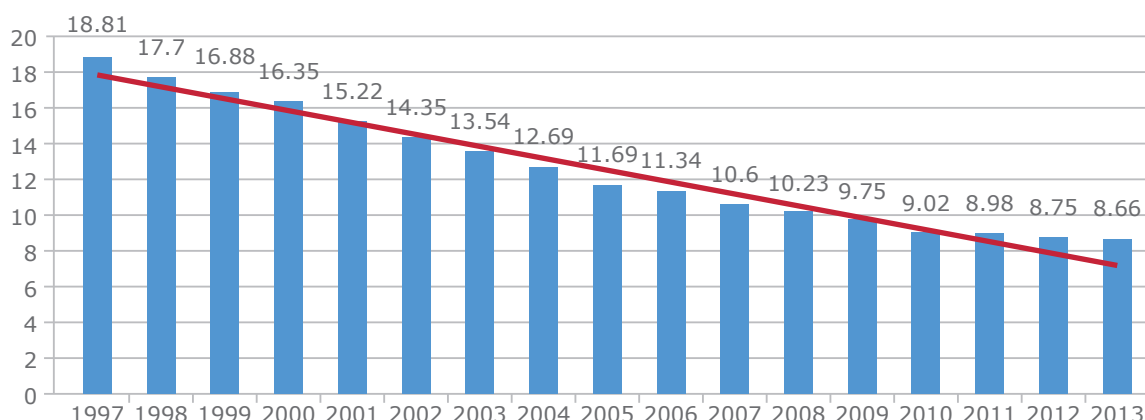
*"Unfortunately, I find that in twenty years there have not been any positive changes regarding the women's attitude to their bodies. Of course, there is much talk about the issue of idealising and making slimness the ideal of beauty and success, but the media still too often act as servants to capitalism and consumerism, which make profits out of women's constant dissatisfaction with their bodies and their scramble for the ideal of excessive, almost adolescent slimness. Unfortunately, non-governmental organisations also sometimes have no need to critically observe society. And due to bureaucratic and investor-oriented procedures, there is often no time for the kind of activism that would really point out the issues of women and for programmes that would actually respond to the needs of female users."*

*Ana Zihlerl, expert on eating disorders.*

## When awareness-raising and accessibility deliver results

Slovenia is among the countries where the number of permitted abortions has been decreasing since 1983; in 1982, there were 19,744 such abortions, 14,023 in 1991, 7,799 in 2001, and 4,263 in 2011. Another important fact is that the number of legal abortions among adolescent girls decreased; there were 1,749 such abortions in the age group under 19 years in 1982, 1,425 in 1991, 696 in 2001, and 309 in 2011. In over twenty years (1991–2011), abortions in the general population saw a threefold reduction, and almost fivefold among female adolescents. This is the result of different activities: from the accessibility of contraception, the right to choose a personal gynaecologist to the inclusion of subjects on sexuality in Slovenian secondary schools etc.

Permitted abortions per 1,000 women aged between 15 and 49



Source: NIJZ.

## Women live longer, but...

Life expectancy at birth increased for women and men in the last quarter of the century. Although the life expectancy of women at birth is higher than that of men – for those born in 1990-1991 it was 69.5 years for men, and 77.4 years for women; for those born in 2011, 76.6 years for men, and 82.9 years for women – and the difference between genders is decreasing (7.8 years in 1990-1991 and 5.7 years in 2014 in favour of women), women may expect less healthy years of life. While the life expectancy of men born in 2005 increased by more than a year compared to those born in 2013, the life expectancy of women decreased by more than half a year. Therefore: a woman born in 2013 may expect to live 71 per cent of her life without disabilities, i.e. without limitations on normal activities due to health problems. A man born in the same year may expect to live 75 per cent of his life in this way.

			2005	2013
<b>Men</b>	At birth	Healthy years of life (number of years)	56.4	57.6
		Healthy years of life (as % of anticipated life expectancy)	76.3	74.6
		Expected life expectancy (number of years)	73.9	77.2
<b>Women</b>	Upon birth	Healthy years of life (number of years)	60.1	59.5
		Healthy years of life (as % of anticipated life expectancy)	74.3	71.2
		Expected life expectancy (number of years)	80.9	83.6

Source: NIJZ.

In some causes of death, significant differences are observed between men and women on the one hand and significant differences through time on the other. Although men and women in 2003 and 2014 among the diagnoses considered (see Table below) most frequently died of ischaemic heart diseases and strokes, women died of these diseases less frequently. In women, the standardised level of mortality in more than ten years actually halved in ischaemic heart diseases, bronchitis, emphysema and asthma, liver cirrhosis, transport accidents and suicide, while it increased in lung cancer. In men, it halved in bronchitis, emphysema and asthma and liver cirrhosis, decreased by one third in ischaemic heart diseases, stroke and suicide and almost by two thirds in transport accidents.

Standardised levels of mortality by some selected diagnoses of causes of death (rounded values).														
	Ischaemic heart disease		Stroke		Lung cancer		Bronchitis, emphysema, asthma		Liver cirrhosis		Transport accidents		Suicide	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
<b>2003</b>	140.0	62.9	96.2	66.8	74.0	18.1	49.8	14.4	49.3	16.2	22.0	4.9	41.9	10.0
<b>2014</b>	86.3	34.5	64.6	46.5	61.9	23.9	19.7	6.1	29.1	8.2	8.3	3.0	27.6	4.6

Source: NIJZ.

Among those who use illegal drugs, one fifth are women, regardless of whether they are new users, returned drug users or constant drug users. Also through time (2009–2014) no differences can be seen between the genders.

		New user	Returned user	Constant user	Total	Share
2009	<b>Gender – TOTAL</b>	477	426	2229	3132	
	<b>Men</b>	383	348	1775	2506	80.0 %
	<b>Women</b>	94	78	454	626	20.0%
2014	<b>Gender – TOTAL</b>	110	301	2702	3113	
	<b>Men</b>	87	237	2158	2482	79.7%
	<b>Women</b>	23	64	544	631	20.3%

In general, men live more sexual risky lives than women; in 2001, 15 men and 1 woman were newly diagnosed with HIV, and 5 men and no women with AIDS. Over a decade later, in 2013, 39 men were newly diagnosed with HIV and 10 with AIDS, compared to 5 women with HIV and 1 with AIDS.

Reported cases of sexually transmitted diseases.		2001	2013
Infection with HIV*	<b>Total number of cases</b>	16	44
	<b>Men (%)</b>	94%	89%
	<b>Women (%)</b>	6%	11%
AIDS	<b>Total cases (number)</b>	5	11
	<b>Men (%)</b>	100%	91%
	<b>Women (%)</b>	0%	9%

Source: NIJZ (own calculation %).

## Fertility behaviour

»The good news is that the issue of family violence against women and activities related to efforts to resolve this issue has become an integral part of the regular operations of national institutions, a part of the 'mainstream'. However, the issue of disciplining and controlling women as mothers and the violation of women's human rights are still (too) insufficiently highlighted in health-care institutions, which in their extreme form constitute institutional violence against women. Due to pregnancy, delivery and breastfeeding, women are more vulnerable and exposed than men. Thus, special attention should be paid to providing equal opportunities for both genders.»

Dr. Zalka Drglin, Natural Beginnings Association.

In average women in Slovenia are giving birth at increasingly higher ages, i.e. first and others. In slightly less than twenty years (1992–2011), the average age of mothers at childbirth increased by more than four years, while the age of mothers having a first child (1995–2011) increased by almost four years. On the other hand, only 1.9 per cent of mothers in Slovenia were having their first child younger than 20 years (e.g. 5.4 per cent in the EU) in 2013 and 1.4 per cent older than 40 (2.8 per cent in the EU).

	1992	2002	2011
<b>At childbirth</b>	26.2	28.8	30.4
<b>At first delivery</b>	25.0*	27.3**	28.8

\* Data for 1995. // \*\* Ø 2001–2005 // N/A – no data  
Source: SURS, Eurostat.

In Slovenia, the last time a fertility rate which ensures generational renewal (2.1 children per women in a fertile period) was sufficiently high in 1980 (2.11), followed by a decrease to the lowest value in 2003

(1.20) and then a somewhat high increase in 2008 (1.53). Since then, the fertility rate has remained approximately the same.

	1990	2000	2010	2013
<b>Fertility rate</b>	1.46	1.26	1.57	1.53

Source: SURS.

In Slovenia, the number of women having a first child increased to almost 2,000 in the last ten years (2002–2013), as did the number of those who had a second child, while the rate of women having a third child or more remained approximately the same.

	2002	2013
<b>All deliveries</b>	17,278	20,509
<b>1<sup>st</sup> delivery</b>	8,441	10,291
<b>2<sup>nd</sup> delivery</b>	6,367	7,683
<b>3<sup>rd</sup> delivery</b>	1,850	1,899
<b>4<sup>th</sup> delivery</b>	438	427
<b>5<sup>th</sup> delivery and more</b>	182	209

Source: NIJZ.

Fathers have been permitted to attend births since the end of the 1970s<sup>62</sup>. In more than ten years (2002–2013), the share of fathers attending births increased by 16.1 percentage points; in 2013, more than three quarters of fathers attended births. The highest percentages of fathers attending births, i.e. 90 per cent, was in the Zasavska statistical region, the lowest, i.e. 53 per cent, in the Pomurska statistical region.

Presence of fathers at birth by statistical regions													
	SLOVENIA	Pomurska region	Podravska region	Koroška region	Savinjska region	Zasavska region	Spodnjeposavska region	SE Slovenia	Central Slovenia	Gorenjska region	Notranjsko - kraška region	Goriška region	Obalno - kraška region
<b>2002</b>	60.7	41.8	51.7	32.1	54.3	65.8	41.3	44.3	77.4	68	60.8	73.1	64.9
<b>2013</b>	76.8	52.9	59.3	63.3	74.9	89.8	69.5	64.1	87.5	84.6	88.9	87.1	83.0

Source: NIJZ.

Attending a school for parents is a well-established form of parenthood preparation for future mothers and fathers. The share of future mothers attending this school is increasing among all pregnant women and among women expecting their first child. In a decade (2002–2013), the percentage of pregnant women attending the school for parents increased by almost one fifth. The same applies to women delivering for the first time.

Share of women in labour who attended a parent education programme.		
<b>Pregnant women in total</b>	<b>2002</b>	59.3
	<b>2013</b>	66.9
<b>Primiparous women</b>	<b>2002</b>	77.6
	<b>2013</b>	83.4

Source: NIJZ.

<sup>62</sup> The first birth attended by a father (at Kranj Maternity Hospital), was at the end of the 1960s; other maternity hospitals introduced this practice later. Source: <http://mama.si/nosecnost/porod/ocka-v-porodni-sobi>

## Some campaigns

### Referendum on amendments to the Infertility Treatment and Procedures of Biomedically-Assisted Procreation Act (2001)

In 2001, the National Assembly passed amendments to the Infertility Treatment and Procedures of Biomedically-Assisted Procreation Act, which took into account more advanced solutions in other countries and gave the right to procedures of biomedically-assisted procreation also to women without a partner and infertile pairs, and by establishing a commission offered expert-oriented assistance in making such decisions. Regarding this amending Act, the Slovenian public were divided into two camps: those who supported the Act and those advocating a restriction on women's personal decision to have a child. Some 26 per cent voted for and 72 per cent against the Act.

*"At the coming legislative referendum, Slovenia will address an issue that concerns a very small, but nevertheless equal, part of the female population. Despite the broad and complex issue included in the Infertility Treatment and Procedures of Biomedically-Assisted Procreation Act, the discussion narrowed down to one problem and created the conditions for political infighting on sensitive ethical and expert questions. It is not surprising that certain groups of women feel affected and even discriminated against. Any differentiation is against the principles of equal opportunities and constitutional equality before the law. On the other hand, the heated debate on the topic of single women and artificial insemination and, in particular, the doubt expressed as to the cogency or thoughtfulness of a woman's decision to have a child contribute to increasing prejudices against women in general and question their integrity and dignity."*

*Press release of the Office for Equal Opportunities, 8 May 2001.*

### Reproductive health of women exposed (2011)

In 2011, there was a public debate on the proposal of the Strategy for the development and comprehensive organisation of gynaecology and obstetrics services, which, inter alia, also planned to close some maternity hospitals. Thus, the Office for Equal Opportunities prepared a public consultation on what the proposed Strategy would mean from the aspect of accessibility to, and quality of, reproductive women's health-care services. The Office expressed its reservations on whether a small number of births today is really a good reason to close maternity hospitals and whether other maternity hospitals were prepared for more births. Due to interference in a field in which women (and children) are a vulnerable group, under the pretence of rationalisation, the Office wished to find answers about the broader consequences of such rationalisation: whether such rationalisation is foreseen also in other fields of health care – whether certain hospital departments will be closed down or reorganised according to the same criteria, i.e. for expert and economic reasons on the basis of the number of medical procedures or services per year; in some regions where the closing of maternity hospitals is proposed, they consider establishing different forms of gynaecology and obstetrics services, e.g. birth centres for non-complicated deliveries; whether the issue of maternal mortality and adoption of necessary measures to reduce it are included in the proposed strategy of development and comprehensive arrangement of gynaecology and obstetrics services; the issue of the efficient implementation of prevention programmes, particularly screening programmes to prevent cervical and breast cancer and prevention programmes for adolescents.

The majority participating in the discussion agreed that the strategy would have to be supplemented with more precise data and an economic study. Many pointed out the need to include users: in particular, the aspect of the accessibility of services, lack of non-hospital premises for deliveries and the right of women to choose were emphasised. The shortage of gynaecology experts was also highlighted. In this regard, some questioned the accessibility of services, while others pointed out that more competences should be transferred to midwives in practice. An important aspect stressed by several participants was prevention programmes: the concern was expressed that accessibility to these programmes (e.g. screening programmes for cervical and breast cancer) would decrease. Some women participating in the discussion pointed out the problem of the maternal mortality rate which, in Slovenia, is among the highest in the EU, and expressed the concern that an insufficiently thought-over organisation of gynaecology and obstetrics services would only increase this rate.

In 2011, the network of maternity hospitals remained unchanged.

# XIV ELIMINATION OF STEREOTYPES ABOUT WOMEN AND MEN

## Some important non-legislative milestones<sup>63</sup>

1991	The Peace Institute – Institute for Contemporary Social and Political Studies is founded. It also operates in the fields of gender-related topics and human rights.
1994	The Slovenian Code of Advertising Practice is adopted, which requires that advertising must not be contrary to the self-evident equality of the genders. ----- The MODRA – Society for the Research and Realisation of the Psycho-Social Needs of Women is founded.
1996	The City of Women – Association for the Promotion of Women in Culture is founded. Among other things, the Association draws attention to the unbalanced participation and representation of women in art and culture.
1997	In the 1997/1998 school year, the Ministry of the Interior enables young women to enrol in the Police Academy.
1998	The Legal-Informational Centre for NGOs – PIC is founded. In the field of discrimination and gender equality it strives to provide quality normative solutions and raises awareness of the differences between formal and actual equality. ----- The CEE Network for Gender Issues – South East Europe Regional Office is founded which, among other things, develops proposals for party policies on specific issues of gender equality and organises international solidarity campaigns to prevent a deterioration in the existing level of women's human rights.
1999	The Standard Classification of Occupations becomes applicable, introducing the designation of occupations in both grammatical genders.
2002	The Rules of Procedure of the National Assembly stipulate that the masculine and feminine gender must be reasonably used in the diction of the initial articles or sections of a proposed act that determine basic entities, whereas subsequent articles may use the masculine gender.
2003	Vita Activa, Association for Promotion of Equality and Plurality, is founded, which strives for the promotion of equality, human rights and fundamental freedoms notwithstanding different personal circumstances, e.g. gender.
2008	In the first half of the year, Slovenia holds the presidency of the EU Council; the key topic in the field of gender equality is the elimination of gender stereotypes. The Council Resolutions on this topic are passed, which – inter alia – define gender stereotypes as one of the most obstinate causes of inequality between women and men in all fields and stages of life. Within the scope of the presidency, the Office for Equal Opportunities also organises an international conference on this topic.
2009	The Women's Lobby Slovenia is founded (established in 2006 as an informal coordinator of women's organisations). It includes female civil society organisations and individuals that strive for women's rights and equal opportunities at the national and supra-national level.
2012	The Meta Science Web Portal goes on-line. Among other things, it is intend to break and eliminate gender stereotypes.

<sup>63</sup> Here, we also include the different years of the establishment of civil society organisations that work in the broader field of gender equality, which would be hard to classify in only one substantive set.



<b>2013</b>	At the Red Dawns Festival on International Women's Day on 8 March, the first Silver Thistle Award is awarded for covert and overt sexist statements, which are usually not condemned or criticised after their publication. The idea developed from among feminist initiatives, groups and individuals and is awarded in cooperation with portal spol.si.
	The Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities obtains funds from the Norwegian Financial Mechanism Programme for the project <b>Towards Equalizing Power Relations between Women and Men</b> . The project partner is the Norwegian Association of Local and Regional Authorities (KS). The overall aim of the project is to increase understanding of equal/unequal power relations between women and men in order to identify adequate responses to imbalances that persist in a gender-based power structure in society and inequalities between women and men. Several project activities are focused into combating gender stereotypes, particularly in the field of reconciliation of professional and private life and representation of women and men in decision-making positions in business and politics.
<b>2014</b>	The web portal, spol.si, is set up, which responds analytically to gender inequality, instances of sexism and the reproduction of stereotypes in various fields. It discusses issues related to gender within the framework of topical social, political and economic conditions and in relation to other personal circumstances.

In all stages of their lives, women and men encounter various ideas of how women and men should act, behave or look. Gender stereotypes are one of the greatest inhibitors of gender equality, since they are often deeply rooted in our everyday actions and are therefore frequently unnoticed. Therefore, reducing and eliminating gender stereotypes are important tasks of the gender equality policy in all fields.

*"The mutual interrelationship and comprehensive nature of stereotypes defy all changes, so overcoming them is a key task on the path to a competitive, dynamic and knowledge-based European economy, namely to an innovative society which knows how to take full advantage of the human capital and potential of women as well as men."*

*Tanja Salecl (Director of the Office for Equal Opportunities), Marjeta Cotman (Minister of Labour, Family and Social Affairs) and Vladimir Špidla (European Commissioner for Employment, Social Affairs and Equal Opportunities)*

*A conference entitled Eliminating Gender Stereotypes: Mission (In)Possible?, Slovenian Presidency of the EU Council, 2008.*

When talking about overcoming male stereotypes, we encounter care-related work. Current policy on gender equality has been particularly active in (more) actively including men in the care and upbringing of young children (refer to chapter Family Life and Partnership, Reconciliation of Private and Professional Life). To point out other aspects: in 2015, the Equal Opportunities Department at the Ministry of Labour, Family, Social Affairs and Equal Opportunities organised an international conference entitled *Gender Equality – What do Men Have to Do with It?*<sup>64</sup> At the conference, domestic and foreign experts discussed why gender equality concerns women as well as men; in which fields are men in unequal or poorer positions; how can men get involved in eliminating gender inequalities and how to strengthen the role of men in their participation of caring for children and family members needing help, and also in the field of eliminating and preventing violence against women.



*International conference on Men and Gender Equality.*

*Photo: Tjaša Barbo.*

<sup>64</sup> Within the project Towards Equalizing Power Relations between Women and Men, that is co-financed from the Norwegian Financial Mechanism Programme.

The discussion also provided a specific result, since it ended with an announcement of the establishment of a men's platform for gender equality. The platform will operate as an initiative within which space will be created for further discussion on the role of men as makers of change in the creation of a society in which women and men will have equal opportunities and options to develop their potential without encountering gender-related obstacles. Within the scope of the platform, men see themselves as active players who, following the example of similar foreign and international incentives or organisations, will contribute to overcoming traditionalist and patriarchal understandings of manhood and thus to eliminating inequalities in society.

*"Let us be self-critical and admit to ourselves that in discussions on gender equality, men are almost exclusively mentioned in a negative context. They are portrayed as privileged holders of power and authority, which presents an obstacle to the full realisation of gender equality. That is why many men feel excluded from the start. Women frequently forget that, like women, men are also not a homogeneous group. We also forget that gender inequalities have a negative impact not only on women or certain groups of women, but also on men, and that the pressures of society and their negative consequences, gender stereotypes and prejudices, affect not only girls and women, but also boys and men."*

*Maruša Gortnar M.Phil., Head of the Equal Opportunities Department at the MDDSZ  
(from her speech at the conference, Men and Gender Equality, Ljubljana, 2016).*

The media play an important part both in eliminating and also creating and strengthening stereotypes. Due to the constitutional right of the freedom of the media, interventions in their activity, including methods of reporting, may quickly present a threat to democracy. On the other hand, reporting which does not observe the principle of gender equality is a risk to this principle, which is basic to a democratic society. Where, then, to find a compromise between these two pillars of democracy? At a consultation entitled *Gender Equality in Media*<sup>65</sup> (2016), attended by representatives of the media, advertising agencies and domestic and foreign media experts, it was specifically pointed out that the media must become major initiators of ideas and proposals of specific solutions to introduce changes in favour of greater gender equality.

*"The media are not a scapegoat for gender inequality in society, but still have the power to stimulate or hinder changes in society. The situation in local and national media is different, but they share a common gap of gender inequality. To overcome this inequality, the balanced representation of women and men at all levels of management, awareness-raising and sensitivity to the gender equality of the employees in the media, and in creating contents are important, not to mention the importance of the gender-sensitive use of language in media and elsewhere."*

*Dr. Živa Humer, the Peace Institute.*

<sup>65</sup> The project entitled Towards Equalizing Power Relations between Women and Men (Norwegian Financial Mechanism Programme).

## XV HOW TO PROCEED

*"In times when, under the pretext of tackling the economic crisis, human rights are neglected or even intentionally infringed on, the belief in fighting for gender equality is in a difficult position. The rights of women obtained with great effort in the last hundred years are being questioned too often. As long there are people and organised groups in Slovenia and Europe who question the right to abortion, free contraception, the inclusion of women in the highest positions in the economy, tolerate violence against women and support prostitution, we will have to raise our voice even more. No right is safe against (conservative) politics, which is spreading across Europe due to the crisis. Slovenia is no exception. All that women have achieved may disappear with one election."*

*Mojca Kleva Kekuš M.Phil., Member of the European Parliament, 2011-2014.*

The field of gender equality is one of those in which the situation is constantly changing: new forms of work and employment, the development of new technologies, divergence from the traditional division of labour between men and women etc. The everyday practices and lives of women and men, and thus their expectations and needs, are also changing. Thus, it is not necessary that a legislative measure adopted a decade or two ago is still relevant today (e.g. prohibition of night work for women); and vice versa: because of the new ways in which we function, there emerge fields that did not exist a decade or two ago (e.g. Internet violence). The umbrella act on gender equality, i.e. Equal Opportunities for Woman and Men Act, was passed almost fifteen years ago. Practice has shown that it will have to be updated; some new provisions will have to be included and those that proved to be deficient in practice need to be amended.

Slovenia employs a strategy of integrating the gender equality principle; thus, all ministries in their respective fields oversee the progress and try to achieve equality between women and men. The Resolution on the National Programme for Equal Opportunities for Women and Men 2015-2020 is a document in which the ministries defined key challenges in eight priority fields (equal economic independence; reconciliation of professional and private or family life; a society of knowledge without gender stereotypes; social inclusion; health care; balanced representation of women and men; violence against women; gender equality in foreign politics and international development cooperation). The next five-year period will thus see legislative challenges (e.g. in the field of decision-making in politics and the economy) and challenges to eliminate stereotypes and raise awareness (e.g. concerning the division of household and care-related tasks, violence against women) and challenges to improve the position of groups in a significantly poorer position (e.g. reduction of risk of poverty of elderly women who live alone and custody of children after divorce).

#### *Introduction*

*Before 1991, endeavours to achieve gender equality followed changes made in Scandinavian countries. After Slovenia became independent, a capitalist economic system was introduced and with it the ideological rejection of all benefits of socialism. The general deterioration in the social security of most of the population, increasing for the third consecutive decade, has particularly affected women, since the "transition" was accompanied with a tendency to re-domesticate women.*

#### *Progress*

*In the situation described above, women's organised activity to preserve their rights gradually gained in strength (from the provision of reproductive capacities – 1991 and later, e.g. in 2007, to equal opportunities in the labour market – several attempts to extend maternity and parental leave in the 1990s, which is becoming topical again etc.). Research data indicate a strengthening of equality awareness in women and men.*

*Progress (particularly in this century) is also seen in the institutionally confirmed higher sensitivity to different forms of violence (in the workplace and family), covert discrimination (in science and research), and in some cases in harmonising paid and care-related work.*

#### *Deterioration*

*With capitalist consumer culture gaining strength, pornographisation is becoming overt in all media (its main tool is an eroticised female body), while androcentric (patriarchal) stereotypes about women are spread by electronic means that are beyond control.*

#### *Suspension*

*Public childcare services are no longer divided, but have been preserved and are gaining strength.*

#### *Challenges*

*Depending on the power of some political parties that find inspiration in the needs of equity holders and/or in the doctrine of the Roman Catholic Church (and its definitions of the 'natural' gender order in society), various new challenges constantly emerge and will emerge in the future. To maintain the existing level of women's human rights, we should be alert at all times, which means studying the incidence of discrimination, notifying all facets of the public of the facts, amending legislation and strengthening all institutions that control its implementation."*

*Dr. Maca Jogan, Professor Emeritus at the University of Ljubljana.*

Although Slovenia has many legal provisions on gender equality, there are fields which are not thus regulated, so progress in these fields is slow. One of these is balanced representation in decision-making positions in the economy, where the situation is improving too slowly, despite numerous awareness-raising campaigns and arguments in favour of establishing de facto gender equality. Thus, one important task of gender equality policy is the preparation of an act to stimulate development and eliminate obstacles to the balanced representation of women and men in these positions.

Current practice shows that awareness-raising campaigns are necessary and reasonable, although positive changes are not immediately visible. Combating stereotypes is a long-term activity requiring much effort and time to produce results. These are most evident in the comparison of the current state with the situation twenty or more years ago. Although we could hardly have imagined fathers taking a more active role in childcare twenty years ago, the situation today is different. The same applies, for example, to violence against women. Almost thirty years have passed since the first non-governmental organisation entered this field; in all these years of more or less systematic raising of awareness of this phenomenon, progress has been great: not only is there legislation, but services are also more adapted to the actual needs of victims, and the number of people who attribute responsibility for the violence victims suffer to the victims and not the offenders is decreasing. Although the first responses of the public to attention paid to fields where one gender cannot fulfil its full potential due to stereotypes against it were often mocking or surprised, practice is being changed by systematically dealing with the damage caused by stereotypes.

*"In Slovenia, women are more educated than men, but they occupy considerably fewer decision-making positions than men. Thus, society loses valuable assets, while at the same time decision-making bodies consisting of members of one gender create an environment that rewards actions considered successful by only one gender. Although policies on equal opportunities produce results, the value of equality between genders is not strongly integrated in Slovenia. If it was, the crisis would not affect women more, since their unemployment rate increased faster than the unemployment rate of men after 2010. The equality of genders must still be introduced in all aspects of life, because the task is not finished yet."*

*Dr. Romana Jordan, Member of the European Parliament, 2004-2014.*

In the last twenty-five years, big steps forward have also been taken in research, analyses and collection of data. If the acquisition of data by gender presented a great challenge in the early 1990s, it is considerably easier today. However, it is still not self-evident; for this reason, efforts in this field must focus not only on the collection of data, but also on processing it by gender. And, where reasonable, also in terms of other personal circumstances, e.g. age, education.

The final objective of policy on gender equality is the de facto equality of both. This objective will probably not be attained in this century, perhaps not even in the next. However, each, even a small step takes us closer to our goal. This means that society is becoming a society of both, women and men, who can fully fulfil their potential in all fields of social life.



REPUBLIKA SLOVENIJA  
MINISTRSTVO ZA DELO, DRUŽINO,  
SOCIALNE ZADEVE IN ENAKE MOŽNOSTI



uravnotežimo  
odnose moči  
med spoloma

