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**MANAGEMENT OF GENDER POLICY IN THE POLISH
SECURITY SECTOR**

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Abstract:

The article concerns the issue of gender perspective in Polish army. The key points of presentation are gender definition in Polish society and Polish army, presents statistics of women military services, the awareness of gender perspective in the mind of men soldiers. The presentation shows results of qualitative and quantitative research in Polish army (both women and men). The army is the institution that has been created by men and for men from many ages. Nowadays, women are a minority in the army. There is a dominated masculine style of work and communication. It is connected with gender, culture, stereotypes and society's mentality.

Key words: women in army, women military service, gender and security.

1. Introduction

Security as an area of functioning of society and the state has strict masculinistic connotations. The services acting on his behalf from the beginning of time constituted institutions of male domination, both in number and in terms of their prevailing patterns of behavior. The presence of women was only visible in a situation of higher necessity and usually with a shortage of men capable of fighting. In almost every country in the world, the army is a perfect example of this trend.

When analyzing the issue of feminization of security, it should be borne in mind that Poland belongs to the bloc of former communist countries, where the social roles of women and men were closely related to work and family. In the family, the man was responsible for ensuring material existence, while the woman was responsible for looking after children. The professional activity of women in post-war Polish society was focused mainly on occasional jobs, and their income was so small that they were only an additional element to the household budget.

For about a century, in various corners of the globe, the social role of women began to increase, slowly moving from the family sphere to the sphere of public life, including professional life. The culmination of these changes is women's entry into the area of defense and security, which has always been a space of male domination. Depending on the geographical variables, we have a different pace of change in this respect. The criterion for differentiating is also the type of uniformed service, e.g. in the Polish Police women have been present almost from the very beginning of their existence, so their formal and informal status is less diverse than in the army, where the possibility of service for women has existed for less than three decades.

The purpose of the following article is to present the issue of quantitative and qualitative aspects of gender policy management in the Polish security sector on the example of the Polish armed forces. The main problem of the study was formulated in the form of

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the question: How is gender policy implemented in the Polish security sector? On this basis, specific issues were specified, covering the following issues:

- What are the legal and doctrinal foundations for implementing gender policy?
- What is the participation of women in the Polish armed forces?
- How is gender policy implemented in the armed forces?

2. Legal and doctrinal foundations

The legal foundations of women's military service are both international and national law. In the case of the first set of normative rules, the prohibition of discrimination against women in public life is important, which is not related to the equalization of professional opportunities for women and men, which is also necessary to achieve in the area of uniformed services.

The provisions of international law with equal status for women and men are:

- UN Convention on Combating Discrimination in the Field of Education - ratified in 1964,
- Convention on the Elimination of All Forms of Discrimination against Women - ratified in 1981,
- International Covenant on Economic, Social and Cultural Rights - ratified in 1977,
- European Cultural Convention, including "Recommendations regarding gender equality in the field of education" - ratified in 1989 [1].

The fight against this phenomenon was also announced in the Treaty on European Union, which in one of the provisions states that the EU institutions may take action in the event of any discriminatory practices. It also emphasizes the desire to eliminate inequalities between women and men [2].

The national legal system also includes provisions prohibiting discriminatory practices of women when standing in the ranks of uniformed services. The highest-ranking piece of legislation in the legislative system equalizes professional opportunities, defining equal rights for women and men to education, choice of profession and remuneration for work. According to the provisions of the Polish Constitution: "Everyone is equal before the law. Everyone has the right to equal treatment by public authorities. [...] No one may be discriminated against in political, social or economic life for any reason" [3]. Representatives of both sexes have equal rights to education, employment, promotion, holding positions and performing public functions, as well as equal remuneration for work of the same value. A similar provision can also be found in the Labor Code [4].

This rule also applies to previously uniformed services. Moreover, the Constitution of the Republic of Poland also says that "[...] it is the duty of every citizen to defend their homeland" [5]. It is difficult to disagree with the statement that today the term citizen assumes a coed educational overtones.

In the same year in which the Basic Law was adopted, the Government also adopted the "National Action Program for Women". The document issued a commitment to the Ministry of National Defense to create legal and organizational conditions ensuring equal access to military education for women and men [6]. The first changes in this area appeared as early as 1991, when a provision was made in the amended military law that women may also be appointed to military service if they have the appropriate qualifications [7].

According to the modern legal order, the article allowing to appoint women to military service is art. 11 of the Act of 11 September 2003 on military service of professional soldiers. This provision states that if justified by the needs of the Armed Forces, any person who has completed at least junior high school and has specific

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qualifications or skills useful in military service may be appointed to professional military service.

Finally, the legal basis for appointing women to the army is also the Act of November 21, 1967 on the universal obligation to defend the Republic of Poland. The proper footnote here is art. 48, which states that women with appropriate professional competence may be subject to the obligation to appear for military qualifications. According to the Act, such features are possessed by graduates of medical, veterinary, marine and aviation faculties, as well as women practicing the professions of: psychologists, physiotherapists, radiologists, laboratory diagnostics, IT specialists, ICT specialists, navigators and translators [8].

Women who volunteer for active military service, which they perform on general principles, are also envisaged for military qualification [9]. Only some of them are subject to universal defense. This applies only to certain professional groups. Until 2006, pursuant to the Act of 21 November 1967 on the general obligation to defend the Republic of Poland and the Regulation of the Council of Ministers of 6 April 2004 on submitting women to the obligation to appear for conscription, these professional groups mainly included medical staff [10].

In addition, only women aged 18-24 were subject to these legal regulations. After the amendment to the law and the entry into force of the Act of 29 July 2005 amending the Act on the universal obligation to defend the Republic of Poland and amending the Act on substitute service, as well as the Regulation of the Council of Ministers of 10 March 2010 on subjecting women to the obligation to appear before of recruitment, the catalog of qualifications has expanded, the possession of which allows calling specific groups of women for recruitment and thus allows them to be called to serve in the reserve.

Currently, in accordance with existing legislation, compulsory appearances for military qualifications have been extended to graduates of state and private universities in such fields as: medical analytics, pharmacy, medicine, medicine, dental, nursing, psychology, emergency medicine, veterinary medicine. This obligation also applies to women graduating from post-secondary schools in the fields of pharmacy, emergency medicine and veterinary medicine [11].

3. Gender policy in the armed forces

The course of women's military service is assumed to be the same as for men. In addition to specific situations, which are a kind of necessity related to sex, e.g. motherhood, they have the same rights and obligations as men, and therefore also career opportunities. The current military pragmatics gives women the right to occupy positions in all personal corps: privates, non-commissioned officers and officers. There are also no restrictions on the specialty and availability of positions.

In Poland, no restrictions have been introduced so far for positions reserved only for men. An exception in this respect is provided only for pregnant and breastfeeding women who cannot be entrusted with tasks that are burdensome and harmful to health [12]. Unlike the civilian environment, which protects all women, military regulations provide protection only during pregnancy and feeding.

The exception in the field of equal treatment of men and women are different qualification requirements when assessing physical fitness both during exams to military universities and in subsequent service. It should be noted that until 2003 women were exempted from the annual physical training exam. Currently, in accordance with existing requirements, every professional soldier is subject to the test. The test covers exercises

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varied according to gender, age groups, military units and the position held. Based on its results, a soldier's physical fitness rating is given on a scale of 2 to 5.

Assessment is based on four motor skills: endurance, abdominal muscle strength, arm strength, and speed and agility. The measure of endurance is passing a run over 3000 meters. It is worth noting that this distance was standardized only in 2018, previously only men were running on 3,000, women on 1,000 meters [13]. These differences have been emphasized many times as a source of negative attitudes of the male environment towards women soldiers [14].

Until recently, there was also a legally sanctioned difference between the service of men and women in granting parental leave whose beneficiaries could only be women [15]. A soldier - a woman who was pregnant and after giving birth was entitled to maternity leave on the terms and to the extent specified in the Labor Code. The same rules for granting maternity leave were not applied to male soldiers. Pursuant to Article 180 of the Labor Code, a woman was entitled to maternity leave of 18 weeks for the first delivery, 20 weeks for the next delivery, or 28 weeks for more than one child in one delivery. Maternity leave was also granted after the adoption of the child [16]. After introducing changes to the existing pragmatics, from 2010, the beneficiaries of parental leave may also be men - soldiers. The amended provision of the Pragmatic Act stipulates that every professional soldier is entitled [...] to maternity leave, additional maternity leave, leave on maternity leave, additional leave on the conditions of maternity leave, paternity leave and parental leave on the principles and to the extent specified in the provisions of the Act of June 26, 1974 – Labor Code [...]” [17].

In accordance with applicable legal principles, a soldier is entitled to a 20-week maternity leave, with the option of extending it for an additional two weeks. Then it is possible to apply for parental leave, and if it does not exceed twelve months, the soldier is guaranteed a return to the position performed earlier. In addition, there are 50 days of annual leave to look after a child up to 4 years old [18]. It is also worth mentioning that since 2016 a male soldier is also entitled to paternity leave. These are 2 weeks of leave after birth or adoption.

Other rules for men and women apply in the candidate service. Pursuant to the applicable legislation, “[...] a soldier serving in the candidate service - a woman, in case of pregnancy during pregnancy and the puerperium is granted unpaid leave of no more than twelve months” [19]. If after the expiry of the period for which the leave has been granted, the woman does not take up the candidate's service or if she becomes pregnant again, she is dismissed from the service.

Legislation also regulates issues related only to women's military service and applies only to the interested parties themselves - these are issues arising from the maternity of women soldiers. Initially, the pragmatic law did not regulate many matters related to women's military service. Two years of its practical application have shown spheres whose verification has become necessary. The amendments were introduced in 2006, adopted a year later, and came into force in 2008 and concerned regulations for pregnant or breastfeeding women, women after childbirth, and marriages of soldiers [20].

Pregnant or breastfeeding women were restricted to 40 hours a week and forbidden to work at night. A ban on the posting of women outside the place of service was also introduced at that time, unless the person concerned agrees to it. Women expecting a child may not be entrusted with official tasks that are particularly onerous or harmful to their health. The changes also included the introduction of breaks for breastfeeding, i.e. two half-hour breaks or in the case of a woman giving birth to more than one child - two 45-minute breaks, which are included in the service [21].

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Women who became mothers were exempted from having to take an annual physical examination for up to six months after having a child [22], as well as a leave to care for a child (equivalent to parental leave) - paid in the amount of 75% of the salary, which is granted at the request of a woman for up to 10 months.

An element supporting the legal and practical protection of women's motherhood is also the change according to which a soldier – a woman who is the wife of another soldier and the mother of a child under four years of age, cannot be delegated without her written consent outside the place of military service at the same time as the spouse [23].

Legal regulations also apply to different standards in the field of women's military service used in uniforms, however, only in the case of gala and outfit. The difference is wearing a skirt instead of pants, although it is also possible to wear pants for the starting uniform. Other types of uniforms are not differentiated by gender, but with the proviso that each item of work clothing must be a women's pattern. This applies to women's uniforms, which, according to accepted rules, have buttons on the right side and are fastened in such a way that the right side of the jacket is on top, unlike in the men's clothing standards, where the buttons are located on the left side of the jacket. Women - soldiers also wear a different headgear, which is a furrier, put on in all types of uniforms, except for the field uniform, and also excluding the situation when climatic conditions require wearing a fur hat.

The small, although used in the army, difference also applies to monetary equivalents awarded in exchange for uniforms and equipment that every soldier is entitled to, also in the candidate's service. The amount of these receivables is calculated taking into account current market prices, however, due to the fact that women's clothing items differ significantly from men's, and women and men use other sanitary and hygienic articles, the amount of the equivalent granted to soldiers of different sexes is also differentiated.

The General Regulations regulating certain issues related to military service constitute the formal basis for the functioning of women in the army. Pursuant to the Regulations, a soldier – a woman is required to wear short-haired hair during the performance of official duties, she cannot also have expressive makeup and brightly painted nails [24]. Soldiers in uniform, regardless of gender, are forbidden to wear any kind of jewelry and decorations. Only a watch, a ring and a signet ring or ring may be worn [25].

The provisions of the Regulations also specify the principles of gender mainstreaming in the use of military infrastructure. In accordance with the applicable rules of soldiers - women are lodged in separate soldiers' chambers, separated from joint permanent quarters in the sub-unit area or outside it [26].

Compliance with formal provisions and the representation of the interests of women soldiers is supervised by the Council for Women in the Armed Forces, which is also an entity demonstrating legislative activity in the field of taking into account the interests of women in the army. The Council was appointed by Decision No. 22 of November 25, 1999 by the Undersecretary of State for Social and Parliamentary Affairs as a body representing women in the Armed Forces [27]. The representatives were chosen from among women with the most experience in military service, from various personal corps [28].

The Council is an advisory body to the leadership of the Ministry of National Defense in matters of women performing military service. It is also a representation of women in national and international contacts. The members of the Council are representatives of the types of armed forces and all personal corps, as well as organizational units of the Ministry of National Defense having influence on women's military service. This composition is representative, which means that it reflects the structure of women's distribution in individual corps and personal groups [29]. As a representative body, the

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organization maintains constant contact with the Women's Committee in NATO in Brussels and participates in conferences organized by it.

The indirect goal of the Council's activity is to increase the participation of women in the Polish army, extend the range of available positions for them, as well as to promote women's military service in society. These goals are implemented through the main tasks of the Council, which are:

- conducting study and analytical works and preparing legal and organizational solutions for women's military service;
- developing opinions and expert opinions;
- maintaining constant contact with women soldiers;
- representing the Polish Armed Forces in international contacts;
- cooperation with organizations working for gender equality [30].

The collection of international documents, in addition to universal acts regulating the functioning of military units during military operations abroad, such as the Hague and Geneva Law, as well as resolutions of general legislative bodies of international organizations, also contains regulations devoted to the participation of women soldiers in military missions. The list of such documents is:

- European Parliament resolution on the participation of women in the peaceful resolution of conflicts;
- UN Security Council resolutions - Women, peace and security:
 - No. 1325 from 31.10.2000,
 - No. 1820 from 09.06.2008,
 - No. 1888 from 30.08.2009,
 - No. 1889 from 05.10.2009,
 - No. 1960 from 16.12.2010,
 - No. 2106 from 24.06.2013,
 - No. 2122 from 18.10.2013;
- Bi-S.C.40-1 Strategic Command Directive on the "Implementation of UN Security Council Resolution 1325 and issues related to gender equality, including protection measures during armed conflict, to NATO command structures".

The European Parliament resolution stated that the participation of women in the implementation of operational tasks is necessary due to the improvement of relations with civilians in the area of the mission noticeable in the co-educational contingents. In view of the above, Member States were called on to increase the number of women engaged in activities to promote global peace, e.g. diplomatic missions, observation missions, crisis response operations, peacekeeping missions [31].

Formulations and precise suggestions for increasing the composition of female personnel in military contingents did not appear until 2000 in Resolution 1325, which initiated the cycle of UN involvement in promoting women's participation in operational tasks. According to its content: "Member States are called on to ensure greater representation of women at all decision-making levels in national, regional and international institutions and mechanisms for preventing, managing and resolving conflicts." [32]. The resolution also called on the Secretary-General to provide a component involving women for operational activities and to increase the number of women in the area of UN operations among military observers, civil police, human rights and humanitarian organizations [33].

Each subsequent resolution also recommended that Member States increase the participation of women in missions carried out by the UN. The multitude of regulations of this type was caused not so much by non-compliance with the provisions in this respect by

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states, but by the necessity to pay attention to the continuing problem of sexual abuse and violence against women noticed in countries covered by UN activities. However, the report summarizing the tenth anniversary of the application of Resolution 1325 emphasized that a satisfactory result in the number of women in military contingents was not achieved. It was also pointed out that military personnel responsible for mission planning and management are not responsible for failure to comply with the Resolution's recommendations. The reasons were seen in the lack of understanding on issues of gender equality by military decision makers [34].

The need to involve female staff in building peace is also emphasized by NATO, which states that women should be involved in activities at all stages of the crisis or conflict. The Doctrine on the implementation of Resolution 1325 presents the assumptions that come down to striving to create representative personal compositions and expanding the role of women in operations and missions at all levels, taking into account the needs of women (health requirements, supplies, accommodation) in the planning process, making efforts to increase women's representation in NATO command structures and crisis units, as well as organization of education and training programs that make women aware of the importance of gender and women's involvement in missions and operations [35].

4. Women in the Polish Armed Forces

During the entire period of the Polish People's Republic, women were not allowed to perform military service. Only a few of the participants in World War II remained in the army until they retired. The situation in the Polish Armed Forces changed only in 1988, when women began to be admitted to the army on special terms, which in practice only meant the opening of medical and musical corps for them.

However, a completely new chapter in women's military history was only started at the threshold of the 21st century. It began with the entry of Poland into the structures of the North Atlantic Alliance – 1999 – which in practice was associated with meeting NATO standardization requirements, which did not provide for gender discrimination in recruitment to the army. There was therefore the opening of the closely guarded gates of military units for women and enabling them to pursue a professional career in the army. What's more, it also created the need for gradual adaptation of existing military-only property to the presence and service of women, as well as the socialization of soldiers for co-educational service.

While initially they did not supply a large number of candidates for soldiers, from year to year there were more and more women among military students. Their growing number caused a discussion on a number of changes in the army. This resulted in changes in legislation regarding issues that had not been regulated in the army so far, e.g. maternity leave, breaks at work for breastfeeding, exemptions from some classes during pregnancy, etc. Another qualitative change was associated with the resignation from universal conscription and the creation of the National Reserve Forces (2008), which in practice opened the corps of privates for women.

The share of women in the Polish army at the end of last year reached 5.98% and indicates an upward trend [36]. Among the types of armed forces, the greatest interest of women is invariably enjoyed by the Land Forces, which supplied more than half of all women serving in the Polish Armed Forces. It should be noted that the tendency to choose this type of army has continued since the beginning of women's military participation [37]. The Air Force was second in terms of numbers. On the other hand, the Navy was the type of armed force most often chosen by female personnel. Few women also joined the ranks of Territorial Defense Forces, which may be related to the fact that this is a new type of

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armed forces in the Polish army. Special Forces (about 2%) also have a small percentage of the female sex, which, however, is certainly not related to the small number of such troops in the entire defense system.

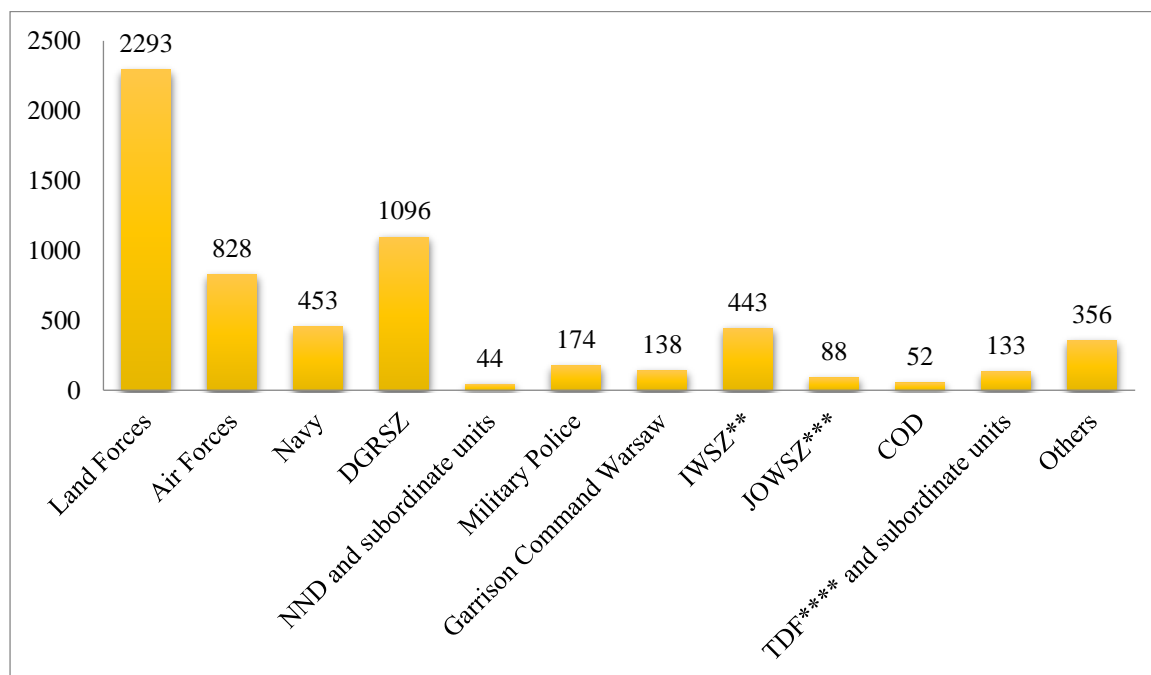


Figure 1. Personal status of women – soldiers by personnel divisions, source: Professional service: women's military service, source: <https://archiwum2019-bip.mon.gov.pl/przydatne-informacje/arttykul/sluzba-zawodowa/wojskowa-suzba-kobiet-10325478/>

(*DGRSZ – General command of the types of armed forces; **IWSZ – Armed forces support inspectorate; ***JOWSZ – Organizational units of the military health service; ****TDF – Teritorial Defence Forces)

From 2014, the logistics corps became the most numerous passenger corps in terms of women's representation. Currently 1241 women are serving in it. It is worth mentioning that a significant increase in this respect occurred only during the year, because in 2012 only 253 women served in the corps [38], but in 2013 as many as 451 [39]. Before, invariably, the largest number of women have always served in the medical corps, while nowadays it is the third largest female representation. In turn, the second in this respect is the communications and IT corps. In addition, as of June 1, 2018, 623 women - candidates for soldiers were educated at military schools, NCOs and training centers.

Other corps are already far less numerous in terms of female staff involved. The least representative in this respect are the following cryptology and cyber security and financial corps [40].

If the point of analysis is moved to the personnel corps in which women perform military service, then the most numerous in this respect is the corps of privates. This trend only increased after 2008 with the creation of the NSR – a formation that allowed women to enter the structures of this corps. As it was mentioned earlier, due to the lack of women's participation in general conscription, in practice this corps was very difficult to reach for the female part of society.

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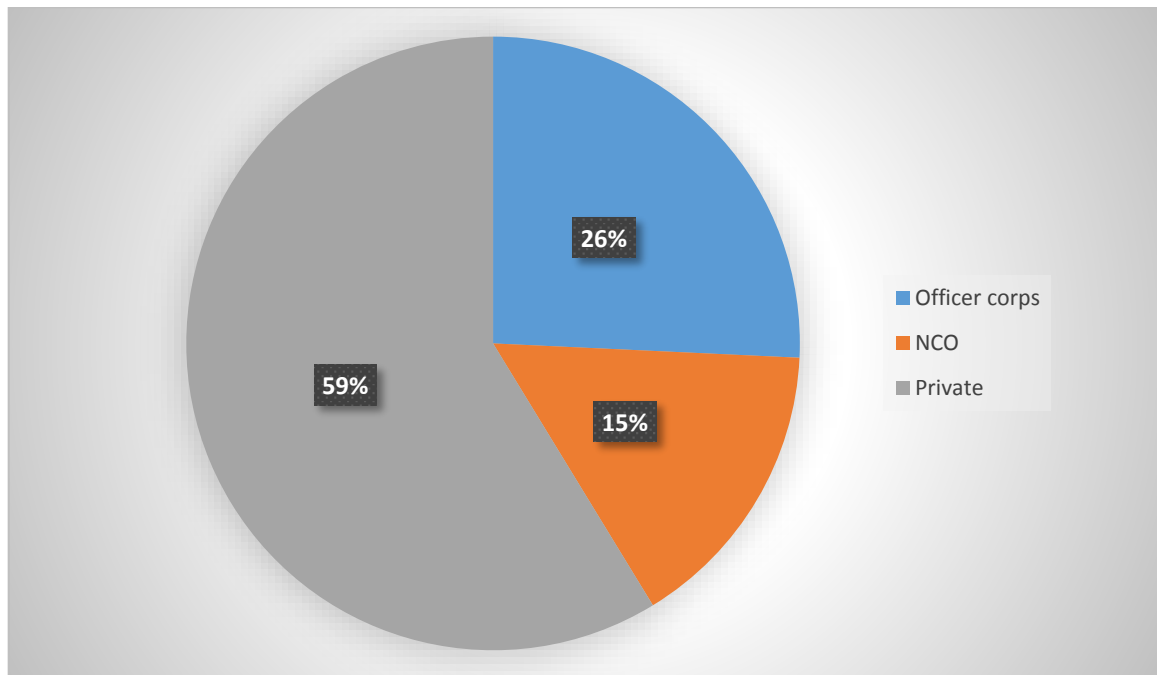


Figure 2. Personal status of women – officers' corps soldiers, source: ibidem.

The participation of women in shaping security on a global scale, i.e. in missions and operations outside the country, is an extremely important issue in this area. The Polish Armed Forces have been participating in such activities since 1953, when the Polish contingent was involved in the implementation of operational tasks in Korea. The fact is that for almost half a century, this participation included only male military personnel due to the absence of women in the structures of the army.

The situation changed after 2003, when the ranks of the army began to join graduates of officers' schools and military academies representing various military specialties. Of course, not immediately after graduation, women were sent to missions, in practice it was only after gaining minimal experience in service in units in the country that one could speak about participation in missions and operations. Undoubtedly, in this regard, it was quite important to direct women to positions related to civil-military cooperation.

Conclusions from the analysis of quantitative data made available by the Council for Women in the Armed Forces indicate that the number of women participating in missions outside the country on average fluctuated around 50 people every year. This represented about 1% of the quota composition. Despite the lack of formal restrictions on the availability of positions on the mission, the most female staff carried out operational tasks in the medical corps. The institutions responsible for the formation of quotas have identified various causes for this phenomenon. First of all, there was a lack of candidates with the required qualifications, just necessary for the Armed Forces in the area of the mission. Secondly, there was a lack of adequate sanitary conditions - the need to guarantee separate toilets. Another reason was also the very dangerous nature of most missions and the desire to protect women against "extreme living conditions".

According to the position represented by the Women's Council in the Armed Forces in connection with the implementation of UN Convention 1325 regarding the need to guarantee women's participation in supporting peace and security, in the recruitment process of candidates, as ensured by institutions representing the interests of women in the armed forces, no barriers were created for interested women service in quotas.

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Nowadays women - soldiers participate in several missions and operations outside the country. Most of them join the ranks:

- PMC Afghanistan RSM – 16;
- PMC KFOR (Kosovo) – 12;
- PMC Latvia – 10;
- PMC Romania – 7;
- PMC Orlik (Baltic Sea) – 1;
- PMC Czernicki (Mediterranean Sea) – 3;
- PMC EUFOR BiH (Bosnia and Herzegovina) – 1;
- PMC Iraq (Kuwait, Iraq, Jordan) – 2;
- PMC OIR Kuwait (Kuwait, Iraq, Qatar) – 3 [41].

It should be noted that many of the missions and operations undertaken by the international community are implemented in Islamic countries. As it was mentioned before, due to the region of activities and cultural conditions, women - soldiers are the only people in the composition of the Polish Military Contingent that can interact with the female part of the population in the areas of operations.

5. Conclusion

The purpose of the following article was to present the issue of quantitative and qualitative aspect of gender policy management in the Polish security sector on the example of the Polish armed forces. Achieving the adopted assumption required solving specific issues specific to research problems.

With reference to the first specific problem concerning legal and doctrinal foundations related to the implementation of gender policy, it was established that this issue results from a number of international and national legal acts related to the regulation of public life. They prohibit all forms of discrimination in working life, including on grounds of sex. The Act on military service of professional soldiers, which since 2006 regulates a number of issues related to women's military service, is also important in this respect. In turn, as regards the participation of women in missions and operations outside the country, the intensification of legislative efforts or formal recommendations took place only after 2000. It was a breakthrough point in the discussed issue due to the publication of UN Resolution 1325 suggesting to countries of the international community to increase the participation of female staff in international activities for peace and security. In Poland, it took less than twenty years, i.e. in 2018, to issue the first National Action Plan for the implementation of the UN agenda on women, peace and security for 2018-2021.

With reference to the second specific problem involving the army as the chosen uniformed service constituting an example of a structure operating in the security system, it was found that the quantitative share of women in this respect is small – less than 6%, although it adopts an upward trend. A small percentage of them also participate in missions and operations outside the country - on average it is about 1%.

Referring to the third specific problem one should start from the fact that the participation of women in the army has changed throughout history. Starting from the very limited role of a woman, bringing her only to providing and raising new members of society, ending with the possibility of full-fledged military service on the same principles as men. Apart from the exceptions related to the regulation of parenthood, the principle of women's military service is the same for both sexes. Today, the qualitative determinant is also the participation of women in missions and operations outside the country. As the results of the study cited fragmentally show, female staff is necessary to communicate with

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local women in the mission area both in the medical aspect, as well as during conversations or searches.

Contemporary security actors are increasingly diverse in terms of gender. This trend is a derivative of two factors, namely the opening of the male "uniformed world" to the presence of women, as well as women's interest in occupations that are enclaves of male domination. This, in turn, is not related to a general change in the perception of the role of women in social life, as well as an increase in the activity of women in the professional sphere, and at the same time an increase in men's interest in the family sphere. Changes in this area lead to greater partnership in the overall social life of the individual. In view of the above, feminization rates in uniformed services are following an upward trend and it can be assumed that this will continue.

Moreover, as I. Urych [42] rightly notes, the military environment should already be interested in young women, high school students in uniformed classes. As the results of empirical research show, they achieve better results in science and sport. Therefore, the results of the research indicate that in the future more and more women will want and have the opportunity to apply for service in the army.

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