Republic of Slovenia

Strategy
of the Participation of the Republic of Slovenia
in International Operations and Missions

Ljubljana, 2010
Pursuant to Articles 2 and 21 of the Government of the Republic of Slovenia Act (Official Gazette of the RS, No. 24/05 – consolidated version) the Government of the Republic of Slovenia adopted

S T R A T E G Y
of the Participation of the Republic of Slovenia in International Operations and Missions
INTRODUCTION

PURPOSE OF THE STRATEGY

1. The strategy of participation of the Republic of Slovenia (hereinafter: Slovenia) in international operations and missions is a response to the fact that, due to changes in the security environment, international operations and missions are becoming increasingly complex, involving both military and civilian structures. A comprehensive approach and coordinated action by all participants are essential to attain the goals set. Successful participation in international operations and missions is based on clear political decisions, as well as on commitment and support in their implementation. The participation must be well considered and due to the large number of different participants and limited resources, an integrated approach must be guaranteed. It has to be taken into account that Slovenia also implements its national interests through active engagement in the international entities of which it is a member, and demonstrates its credibility by implementing jointly assumed commitments.

2. With the strategy of participation in international operations and missions, Slovenia sets out the framework for decision making and defines the common pool of capabilities for its implementation. The strategy has been harmonised with other key national security and foreign policy documents, including documents regarding development cooperation, other strategic documents and relevant normative acts. The strategy creates the conditions for defining strategic and operational goals, strengthening analytical support in decision making, enhancing flexibility and coordination for attaining a comprehensive approach and synergies, multiplicative effects, and reducing response time.

3. Slovenia guarantees adequate financial, human and material resources for participation in international operations and missions. The strategy also defines the engagement of nongovernmental organisations (NGOs), business sector and other non-governmental players in international operations and missions, and particularly underlines the guaranteeing of equal opportunities regarding participation in international operations and missions at all levels, irrespective of gender. The strategy underlines adequate training for personnel and the exchange of experience. The Slovenian Government actively promotes participation in international operations and missions, taking into account relevant legal basis, which defines in more detail the systemic, material, financial, human resources, and other conditions for participating in international operations and missions.
OBJECTIVES OF PARTICIPATION

4. Slovenia is aware of the importance of participation in international operations and missions aimed at guaranteeing international peace and security, stability, democracy, development, strengthening the rule of law, human rights and fundamental freedoms, and providing assistance in the event of natural and other disasters. As an active and responsible member of the international community, Slovenia, with its participation, contributes to solidarity and humanity towards the affected population, as well as to the stabilisation of crisis areas from where threats to peace might also spill over to other countries and regions, thus also providing for its own security.

5. Slovenia’s active participation in international operations and missions is an integral part of a comprehensive approach in ensuring national security and prosperity, the implementation of foreign policy, security, economic, development and other interests and objectives, as well as in fulfilling obligations and exercising solidarity in both multilateral and bilateral frameworks. A clearly defined strategy of participation in international operations and missions, expertise, professionalism and a comprehensive approach will help improve Slovenia’s international image and position and strengthen its reputation and credibility. In addition, participation in international operations and missions is of utmost importance for Slovenia to acquire valuable experience. Thus, Slovenia effectively ensures the fulfilment of its strategic interests.

6. With its participation in international operations and missions, Slovenia promotes its national interests and at the same time fulfils the obligations deriving from membership of the United Nations Organization, the European Union, NATO, the Organization for Security and Co-operation in Europe, and the Council of Europe. Slovenia participates in international rescue operations on the basis of bilateral arrangements and within the international mechanisms for the coordination of assistance in the event of disasters, particularly within the Community Mechanism for Civil Protection, on the basis of a request by the affected country and according to UN guidelines.
7. Participation in international operations and missions is an important transformation tool. The knowledge and skills acquired and tested thereby have a positive impact on the development of national capabilities.

**COMPREHENSIVE APPROACH**

8. Peace, security, development and human rights are closely connected. Therefore, cooperation and coordinated action are required for effectiveness and complementarity between international and other organisations, as well as national security and other relevant national structures. A comprehensive and combined use of the entire spectrum of political, military and civilian mechanisms for this purpose is required. A clear exit strategy, including consideration of further peace building and development cooperation measures shall be included in operational planning and in coordinated implementation.

9. The characteristic features of international operations and missions are their complexity regarding cooperation between large number of actors and their diverse interests, as well as operations’ multi-purpose character and media exposure. The large number of actors involved requires cooperation, complementarity, coherence and interoperability. Coordinating various interests toward achieving common goals strengthens the effectiveness of international operations and missions. Their multi-purpose character is evident from the diversity of goals and tasks and the mode of their implementation. Media exposure means the uninterrupted tracking of events by the media on location and in real time, as well as the possibility of having a strategic influence by reporting on certain events.
DEFINITION OF BASIC TERMS

SECURITY ENVIRONMENT

10. Modern security threats are becoming increasingly asymmetrical. Due to the effects of globalisation, security threats are increasingly multi-layered, multiplicative and international in both character and effects. Global security is threatened by international terrorism, the uncontrolled proliferation of weapons of mass destruction, international organised crime, illegal migration, threats to critical infrastructure, crisis areas, and fragile states, as well as by gross violations of human rights and fundamental freedoms, financial-economic, environmental, ecological, social and military threats, and health/epidemiological hazards. Natural and other disasters represent a constant danger, since their intensity and frequency are increasing as a result of climate change and environmental degradation.

INTERNATIONAL OPERATIONS AND MISSIONS

11. The term ‘international operations and missions’ covers all forms of international military, civilian, rescue and other capabilities under a relevant mandate or in compliance with bilateral arrangements, or based on the request of a third country. These include peace operations of all types, crisis response operations, international civilian missions and international rescue operations. International operations and missions include various forms of activity, from military, rescue, civilian, humanitarian, development, and other, including material, financial and other assistance with a view towards achieving synergetic effects.
12. Slovenia’s participation in international operations and missions is based on the applicable legal framework, the Constitution, the Government of the Republic of Slovenia Act, the Foreign Affairs Act, the Defence Act, the Secondment of Personnel to International Civilian Missions and International Organizations Act, the Police Act, the Act on Protection against Natural and Other Disasters, as well as on other relevant acts and implementing regulations.

13. The strategy of Slovenia’s participation in international operations and missions is a response to a changed security environment and the new global challenges defined in detail by the Resolution on National Security Strategy of the Republic of Slovenia, Slovenia's Foreign Policy Strategy, the Ministry of Interior Strategy on Participation in International Civilian Missions and Operations, the Resolution on International Development Cooperation of the Republic of Slovenia for the period until 2015, and the Resolution on the National Programme of Protection against Natural and other Disasters 2009-2015. These changes require the development of a comprehensive range of mechanisms as well as active participation in various joint efforts of the international community for the prevention, management and resolution of conflicts, post-conflict reconstruction at the global level, and assistance in the event of natural and other disasters.
14. The basic principles and values underlying Slovenia’s interest in participating in international operations and missions include the strengthening of international security, democracy, the respect for human rights and fundamental freedoms, the protection of particularly vulnerable groups such as children and women, the rule of law, effective multilateralism, responsibility and solidarity, respect for international law, cooperation based on equality and the guaranteeing of equal opportunities. The plans for participation in international operations and missions consider the importance of linking security, humanitarian and development activities, as well as activities in support of human rights and freedoms.

15. Slovenia’s participation in international operations and missions is based on transparency, available capabilities, high professional standards and values as well as on the high level of personnel training, a comprehensive approach, achieving synergy, civil-military cooperation, strengthening local ownership, openness to cooperation - including with non-governmental players - the reduction of risk and providing security for personnel, as well as flexibility in decision-making and activities. As to potential emergencies, measures and capabilities to reduce their negative effects are planned in advance and on time. In the case of such events, the Slovenian government ensures an adequate and coherent response at the national level by using all available resources.

16. Participation of the Republic of Slovenia in international operations and missions is in accordance with the UN Charter, the EU Common Foreign and Security Policy, NATO’s Strategic Concept, as well as with the objectives of the OSCE and the Council of Europe.

17. The participation of Slovenia’s military capabilities in international operations and missions is based on the principle of the single set of forces, as well as on focused and concentrated effort in crisis areas, taking into account a comprehensive national approach and the use of national advantages. Participation is planned in terms of moderate geographic dispersion and increased specialisation in providing niche capabilities.
18. Participation in international civilian missions is based on the principle of engagement in various international organisations, taking into account threat and risk assessments.

19. The level of ambition of Slovenia’s in international operations and missions and the related potential national limitations will be tailored particularly to political decisions, available capabilities and level of training for military and civilian contributions, aiming towards effective operation within the mandate of international operations and missions.

20. Slovenia’s participation in international rescue operations in the event of natural or other disasters is carried out in compliance with the principles of solidarity and voluntary assistance, taking into account its own capabilities and the nature of disaster. In rescue operations, the needs of the affected population and the specific features of the affected country are taken into account, humanitarian principles respected; immediate action and aid effectiveness are crucial. In special circumstances, military assets and capabilities may be used in support of international rescue operations as a last resort if there is no comparable civilian alternative. The primary responsibility of the affected country and the UN’s overall role must be taken into account when coordinating international assistance in the event of disasters, whereas rescue operations retain their civilian nature and character.

21. Slovenia actively participates in international operations and missions with partner countries, in compliance with the needs and interests expressed.

**STRATEGIC INTERESTS**

22. Slovenia’s strategic interests in participating in international operations and missions are determined by its geostrategic position, political, security, economic, development, humanitarian, and other interests and principles, including obligations within the international organisations of which it is a member, at the global and regional levels. For all types of international operations and missions, except for rescue operations, strategic interests are defined primarily in South-Eastern Europe, as well as in Eastern Europe and the Caucasus, the Mediterranean, the Middle East, Asia, Africa and other regions in the world.
Security and stability, good governance, the rule of law and the economic development of South-Eastern Europe is also of primary importance for Slovenian participation in international operations and missions due to its immediate neighbourhood, political, economic, security, and other reasons. The latter includes both direct and indirect effects in different fields. Important aspects are our regional expertise and knowledge of language and culture.

The regions of Eastern Europe and the Caucasus are particularly important due to the provision of energy security, the supply of other strategic raw materials and the prevention of various forms of illegal trade.

The Mediterranean is important to Slovenia, as a maritime country, for both political and economic reasons. Its geopolitical position is also important in terms of security and migration.

Apart from the broader aspect of international security and stability, the Middle East, Asia and Africa are important for the security and prosperity of Slovenia, also for the prevention of international organised crime, international terrorism and illegal migration.

Participation in international operations and missions in other areas is required due to indirect interests and to express Slovenia’s readiness to preserve international peace and security.

VISION

23. With this strategy, Slovenia defines a response to changes in the global environment, which requires a new approach, development and use of a comprehensive range of instruments and activities, including political, diplomatic, civilian, military, development, and others. Concerted action is particularly important, as well as effective coordination, the consistent implementation of the policy of participation in international operations and missions, as well as the participation of all actors at the national level in all stages of participation, from planning to implementation. This is Slovenia’s contribution to maintaining and preserving international peace and security, stability, democracy, providing humanitarian assistance, establishing the rule of law, strengthening human rights and fundamental freedoms, the development of civil society, sustainable development in the international community, and assistance in natural and other disasters, which also strengthens Slovenia’s own security.
ENSURING CAPABILITIES FOR PARTICIPATION IN INTERNATIONAL OPERATIONS AND MISSIONS

COMPREHENSIVE RANGE OF MECHANISMS AND THE PROVISION OF SUPPORT

24. In order to achieve the defined objectives and implement the adopted values, Slovenia aims to establish a comprehensive range of mechanisms and activities facilitating cooperation in the following fields:
   - peacekeeping operations,
   - crisis response operations, including peace support operations and other activities,
   - international rescue operations in the event of natural and other disasters,
   - development cooperation,
   - humanitarian assistance,
   - international civilian missions,
   - other forms of support, assistance and cooperation.

PLANNING OF CAPABILITIES

25. In accordance with the strategy, Slovenia ensures appropriate capabilities, including personnel, the required funds, modes of providing capabilities and other factors. Appropriate reserves and a certain degree of flexibility for contingencies, including natural and other disasters, are to be foreseen.

26. In principle, the relevant ministries in Slovenia provide funds for participation in international operations and missions, and in the event that these can not be planned in advance, funds are allocated from the budget reserve. Such budget expenditure takes into account the foreseen scope and tasks, and includes the costs of the deployment of military, police, rescue and civilian personnel, their training and immediate preparations, and other related costs as stipulated by appropriate legal basis.

27. The required capabilities are also provided for within the framework of multinational projects. The development of capabilities is also supported by targeted development and research activities at national and international levels, as well as the system of applying the experience gained from previous international operations and missions, which is integrated into respective decision-making, organisational, educational, training and planning processes.
28. Civilian experts and capabilities in the field of defence facilitate the envisaged civilian support for international operations. This participation in military and civilian structures is being coordinated in the planning, preparation and implementation phases, taking into account the need for ensuring continuity in implementing long-term projects.

29. Slovenia also participates in international operations and missions in difficult geographical and climate conditions, other cultural environments and distant areas, as well as in high-intensity operations. This is ensured through capabilities enabling increasingly autonomous action, the ability to participate in multinational forces, reliable strategic transport, effective combat support and force protection.

30. Slovenia assists other countries in cases of natural and other disasters by providing units for protection, rescue and relief, experts for individual areas, and material or financial resources. The further development of capacities to increase the range and effectiveness of rescue assistance should be provided, which is also ensured to citizens of EU member states in rescue operations in third countries at the request of EU member states in support of consular assistance and protection in the event of disasters.

31. The Slovenian Government ensures that capabilities are available by appropriate planning, which includes coordination between governmental and non-governmental players, non-governmental or civil society organisations, expert associations, all available experts, including retired personnel, business sector and the media. In doing so, it endorses positive incentives and awareness raising - if necessary, by appropriately adapting the legal framework, including the drafting of a national plan for enhancing the role of women in contributing to peace and security in accordance with UN Security Council resolutions 1325 and 1820. Participants in international operations and missions are provided with appropriate motivational incentives. The approach regarding risks and insurance for participating personnel in international operations and missions and with regard to material and technical requirements is to be unified.

32. Relevant ministries plan an appropriate annual quota of civilian experts in various fields. Ministries provide adequate posts and the required financing. The quota also includes experts outside the public administration.

33. Military and police participation within the EU or NATO rapid reaction forces is a special form of participation in international operations and missions. Slovenia is developing the appropriate capabilities for this purpose.
IMPLEMENTING THE STRATEGY

KEY FACTORS

34. Effective political decision-making, policy shaping and political and public dialogue at the national level with regard to Slovenia’s participation in international operations and missions are key factors in providing legitimacy, efficiency and timeliness for Slovenia's participation in international operations and missions.

35. More integrated, pragmatic, effective and targeted participation and decision-making, as well as the flow of information among the relevant ministries, agencies and other organisations at the expert level is provided in accordance with the principles of this strategy within the framework of planning, preparing and implementing Slovenia's participation in international operations and missions.

36. Opportunities for the participation of the Slovenian business sector in the logistic support of an operation or mission and for awarding contracts for post-conflict reconstruction of the areas affected are appropriately evaluated within the framework of planning, preparing and implementing Slovenia's engagement in international operations and missions. The Slovenian economy is regularly informed of the potential business opportunities throughout the period of planning, preparing and implementing Slovenia's participation in international operations and missions.

COORDINATION AND DECISION-MAKING

37. The initiating authorities of Slovenia’s participation in international operations and missions and any subsequent changes thereof include the Ministry of Foreign Affairs, Ministry of Defence and the Ministry of the Interior, and other ministries or government agencies as stipulated by law.
38. The Ministry of Foreign Affairs is responsible for coordination, and reviews the given proposal for Slovenia’s participation in international operations and missions. The Secretariat of the National Security Council amends the initiative by adding a risk assessment and by providing an opinion. The agreed and amended draft, which includes the explanation, together with a clear objective of the contribution and a legitimate international mandate, the assessment of the most appropriate range of mechanisms, activities and required resources, the definition of expected impact, intelligence-information and security support, as well as a security risk assessment, are discussed by the Ministry of Foreign Affairs, Ministry of Defence and Ministry of the Interior at ministerial level or the level of state secretary. The Ministry of Foreign Affairs and the relevant ministry submit the agreed and amended draft to the Slovenian Government for a decision.

39. In the event of military operations, or civilian missions with executive powers, or in the case of extraordinary international events, the Slovenian Government informs the National Assembly of its intent to participate.

40. The Slovenian Government adopts a final decision on the basis of national interests, the fundamental principles of this strategy, international commitments, expert recommendations and advice, depending on the number and type of available forces and personnel, as well as their workload, and the concerted positions of the relevant ministries. In doing so, it takes into consideration whether further activities, such as international development cooperation, are possible and reasonable.

41. The above-mentioned procedure applies only in the event of participation in new international operations and missions, the early termination of participation, or during major changes in their purpose or scope, or if another international organisation assumes the leadership of an international operation and mission. In the event of an urgent decision as to providing assistance, the procedure does not apply to rescue operations implemented in accordance with a sector-specific law, or to the deployment of forces in the EU or NATO rapid reaction forces.
INTERNATIONAL ACTIVITIES

42. Slovenia’s active engagement through its embassies and consular posts and in international organizations’ structures is important for ensuring Slovenia’s effective participation in international operations and missions. This also includes the systematic policy of secondment to international bodies and institutions, as well as the financing of these activities. When deploying military and civilian capabilities, command and management posts in individual international operations and missions should be filled with appropriate and qualified personnel. Through these capabilities, Slovenia is proactively engaged in cooperation and decision-making in formulating policies in the preparatory and planning phases of individual international operations and missions, as well as in defining their objectives and mandate.

IMPLEMENTATION

43. The basis for decision-making and active participation in international operations and missions should be made available as soon as possible. In order to accomplish the objectives, it is necessary to constantly and systematically maintain the appropriate level of readiness and availability of troops and individual members of the Slovenian Armed Forces and the Police, civilian experts and capabilities in the field of defence, and capabilities for protection, rescue and relief, as well as a list of available civilian experts so that they can be deployed to international operations and missions as soon as possible. This should also include the provision of appropriate financial and material resources or capabilities.

44. The relevant ministries and government services regularly follow developments in geostrategic areas of interest to Slovenia and areas where international organisations of which Slovenia is a member are present. Inter-ministerial consultations are held in the framework of preparations for decisions taken by international organisations on new or major changes to international operations and missions, thus facilitating the swift preparation of the required analyses and risk assessments and the timely formulation of national positions.

45. Secondment to international civilian missions and organisations is regulated by the Secondment of Personnel to International Civilian Missions and International Organisations Act and the Rules of Procedure of the Inter-ministerial Commission of the Slovenian Government for the secondment of personnel to missions and international organisations, thus facilitating inter-ministerial coordination and harmonisation, policy formulation and implementation, the planning of secondment, reporting to the Government, transparency and impartiality of procedures. A state or other body provides appropriate conditions for secondment in accordance with annual personnel plans, which are kept separately from the personnel plan of these bodies, and in accordance with planned budget funds required for salaries and employees’ benefits.
46. As part of its participation in international operations and missions, Slovenia also provides other forms of support, assistance and cooperation for target countries, including financial and material assistance, as well as support in training and education.

47. The regulations required to implement the strategy are to be adopted within 6 months after it takes effect.

ENSURING TRANSPARENCY

48. The principle of transparency of Slovenia’s participation in international operations and missions requires regular activities in public diplomacy and information to raise awareness and gain public support; this includes the presentation of the objectives and reasons for participating in all types of international operations and missions that are also related to the security of Slovenian citizens. The Slovenian Government will build on the comprehensive image of Slovenia’s participation in international operations and missions, and will accordingly include representatives of the media, the experts, NGOs and civil society in the discussion on Slovenia’s participation. To this purpose, there is ongoing inter-ministerial coordination.

49. The Slovenian Government informs the National Assembly at least once a year of international operations and missions, and the implementation of the strategy and related plans.
TRANSITIONAL PROVISIONS

AMENDING THE STRATEGY

50. The strategy of Slovenia's participation in international operations and missions is a development and guidance document for planning and implementing the participation of all Slovenia’s capabilities in international operations and missions, and will be amended in accordance with changes in the security environment, in particular in the international sphere, as well as with changes in national security, taking into account the experience gained.

51. The implementation of the strategy will be monitored by the Slovenian Government and relevant ministries, based on powers stipulated by the Constitution and legislation.

ENTRY INTO FORCE OF THE STRATEGY

52. The strategy shall take effect on the day following its publication in the Official Gazette of the Republic of Slovenia.

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The Government of the Republic of Slovenia
Borut Pahor (s)
President