



# National Action Plan

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## UNOFFICIAL TRANSLATION

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*Permanent Mission of the Republic of Paraguay to the United Nations*

*New York*

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MP/UN/NY/SG/N° 177/15

The **PERMANENT MISSION OF PARAGUAY TO THE UNITED NATIONS**, presents its compliments to the **UNITED NATIONS—UNITED NATIONS ENTITY FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN (UN-WOMEN)**, and has the honour to refer to the United Nations Security Council Resolution 1325 (2000) on Women, Peace and Security.

In this regard, this Permanent Mission is pleased to inform that Paraguay has prepared and recently launched its National Action Plan for the implementation of the previously mentioned Resolution, which is included along with this note.

The mentioned Action Plan was the result of joint efforts between different national institutions in the framework of a Specific Agreement of Interinstitutional Cooperation signed between the Ministry of Foreign Affairs, the Ministry of Women's Affairs, the Ministry of National Defence, the Ministry of the Interior, and the Command of the Military Forces of Paraguay.

In this respect, the long-term main objective of this Action Plan is to contribute towards the elimination of cultural barriers that hinder the full participation of women in all aspects related to the negotiation and resolution of conflicts, peace and security on a national level.

The **PERMANENT MISSION OF PARAGUAY TO THE UNITED NATIONS** avails itself of this opportunity to renew to the **UNITED NATIONS ENTITY FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN (UN-WOMEN)** the assurances of its highest consideration.

(SIGNATURE AND STAMP)

New York, 1 December 2015

To the  
**United Nations Entity for Gender Equality and the  
Empowerment of Women (UN-WOMEN)**  
New York  
FG/ms/as

**NATIONAL ACTION PLAN**

**IMPLEMENTATION OF RESOLUTION 1325 OF THE UNITED NATIONS**

**SECURITY COUNCIL IN THE REPUBLIC OF**

**PARAGUAY**

**1. Introduction**

Resolution 1325, unanimously adopted by the United Nations Security Council on 31 October 2000, was an important milestone in underlining the lack of neutrality on gender-based peace and security issues, as it stated the negative impact of armed conflicts on women and girls. By highlighting this impact, though, it does not neglect the fact that just as women are direct victims of armed conflicts, they also have been, and still are, promoters of peace and security among peoples.

In Paraguay, the two wars that struck the country underlined the value of women and their eagerness both to defend the homeland and to rebuild it. Despite the ignominious invisibility in which they have been kept for a long time, the recovery of their direct participation is today known by researchers who patiently delved into history to bring women back to light with the prominence they deserve.

However, for women to be actors, on an equal measure with men, in the resolution of conflicts both during and after such hostilities, there is a need for a profound change in the whole social process which involves people and institutions. This entails considering women with their potential, while recognising the obstacles that still hinder their development as a full human being. Resolution 1325 speaks of the need to look at this reality, working on it from a gender perspective, going beyond armed conflicts and focussing on peacekeeping to include women in decision-making processes for peacekeeping and, primarily, in the prevention of conflicts.

As Resolution 1325 is an international mandate, it encourages the treatment of gender issues on a global level and its treatment reinforces the idea of the value of the human rights of women in a globalised society where patriarchy still persists.

The National Action Plan is the materialisation of Resolution 1325. It is the tangible instrument that should lead to the fulfilment of its three main objectives:

- Actual participation of women in peace processes.
- Protection of women and girls in conflict situations.
- Gender mainstreaming in peacekeeping.

Taking on this challenge requires institutional cooperation within the state and alliances with society players in order to foster and monitor compliance with the Action Plan, which upon execution becomes a strategy for achieving equality between men and women.

## **II. Basis**

Resolution 1325 is not the only or the latest United Nations document in favour of gender equality, but it is the first to specifically and directly address the conflict/gender/power relationship. It is the one which overwhelmingly recognises the negative impacts of gender-based power on women and girls in unequal and inequitable social and cultural contexts. This reading leads us to consider the importance of this resolution in the struggle to address gender issues in the constant search for balance in male/female relationships, which are based on the respect for and freedom of self-determination for personal and collective development.

Resolution 1325, as a legally agreed international instrument, obliges countries to implement and materialise it in an Action Plan, without which there would be no way to implement, measure and evaluate it. Besides being a tool to make headway with gender, peace and security issues, it allows various social and institutional players to address the subject. In this way, it also becomes an ally for the implementation of other international conventions such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action and the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women ("Convention of Belém do Pará").

Meanwhile, the National Action Plan of Resolution 1325 places Paraguay in the group of socially-developed nations which respect the human rights of women and contribute to international efforts seeking to

minimise the high costs of military conflicts and advocate a culture of world peace. At the same time, they indirectly contribute to the fulfilment of the eight Millennium Development Goals, specifically Goal 3 to "Promote Gender Equality and Empower Women" and Goal 8 to "Develop a Global Partnership for Development".

With this in mind, Paraguay has taken its first steps to ensure that Resolution 1325 actually becomes a tool to bridge the gender gaps still present in the state and in society. In this regard, the signing of an interinstitutional agreement between the Ministry of National Defence, the Ministry of Foreign Affairs, the Ministry of the Interior, the Ministry of Women's Affairs and the Armed Forces of the Nation is the most valid expression of the political will to make progress with the fulfilment of Resolution 1325 in the country.

### **III. Regulatory Framework:**

#### **National Constitution**

An initial indicator of the democratic process launched in 1989 was the new National Constitution promulgated on 20 June 1992, which proclaimed equality between men and women, in all areas, as stated in *Article 48: About the Equal Rights of Men and Women: Men and women have equal civil, political, social, economic and cultural rights. The State shall promote conditions and create appropriate mechanisms to make equality real and effective by removing all obstacles which prevent or hinder the exercise thereof and facilitating the participation of women in all spheres of national life.*

The equality between men and women proclaimed in the National Constitution forced the reform of laws and codes for the benefit of women's rights. As a result, changes in the Criminal Code, the Civil Code and the Electoral Code were introduced. The Armed Forces, the Peacekeeping Missions and all security institutions in the country are also governed by the National Constitution and therefore may not be exempt from the application of the right to equality and non-discrimination.

Another important point in the National Constitution was the introduction of the precedence of laws in the country. Article 137 reads *"The Constitution is the supreme law of the Republic. The Constitution, international treaties, conventions, and agreements which have been approved and ratified by Congress, laws approved by Congress, and other related legal provisions of lesser rank make up the national legal system, in descending order of precedence, as listed"*. Therefore, human rights in favour of women and which have been proclaimed

on an international level are on a second tier of importance for implementation in the country.

### **International Agreements**

With Law 1215/1986, Paraguay ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and signed the Optional Protocol in 2001, which forces the country to fulfil the mandates therein to promote the full participation of women in all areas of public life in a country, and to be direct beneficiaries of development.

With Law 1663/2001, Paraguay ratified the Rome Statute, a constitutional instrument of the International Criminal Court, which establishes measures on national and international levels to try and punish war crimes, genocide and crimes against humanity.

On 18 October 1995, Paraguay ratified the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women ("Convention of Belém do Pará"), which states that violence against women constitutes a violation of human rights and fundamental freedoms, and impairs or nullifies the observance, enjoyment and exercise of such rights and freedoms as people. The importance of this convention is that it applies both to the private and the public sphere. In this sense, Article 1<sup>2</sup> of the Convention states that *"violence against women shall be understood as any actor conduct, based on gender, which causes death or physical, sexual or psychological harm or suffering to women, whether in the public or the private sphere"*.

### **National Law**

The Military Personnel Statute was sanctioned as law in 2007 and entailed a major step in dignifying the profession, stating that the status, duties, obligations, rights and prerogatives of the military personnel of the Armed Forces of the Nation shall be governed by this law<sup>2</sup>. According to Article 55 of the Statute, *entry into the Armed Forces of the Nation is allowed to all Paraguayan citizens who do not conduct or have not conducted any activities against national security, by means of incorporation, enlistment or mobilisation, according to relevant laws and regulations.*

<sup>1</sup> Document of the Convention of Belém do Pará, p.1.

<sup>2</sup> Law 1115 Military Personnel Statute, Article 2, p.1.

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This Statute also explicitly considers the entry of women into the military. In this regard, Article 56 states that *the entry of female recruits and foreign personnel into the Armed Forces of the Nation shall be performed under the relevant legal conditions*. However, the admission of women onto the degree of the Military Academy was granted by General Order No. 18, dated 4 April 2002, issued by the Commander in Chief.

The Air Force has been admitting women to ESOFAER (Sub-Officer School) since 2011, unlike the Army or the Navy. This General Order No. 18 was only for ACADEMIL (Military Academy), as beforehand there had been female officers and NCOs in the armed forces, within the framework of complementary degree-holders (lawyers, doctors, dentists, chemists, geographers, and others).

#### **IV. Guiding Principles:**

The principles underpinning the Action Plan of Resolution 1325 are consistent with the National Constitution concerning equality between men and women, and with the framework of equality and non-discrimination of CEDAW and "Belén de Pará", as well as with resolutions of institutions which encourage the creation of gender units. The guiding principles are presented below, considering that each principle should be understood as mutually complementary and not as all-encompassing; neither should they be considered as hierarchies, but as dynamic and integrating:

##### ***Principle of Equal Rights***

This is based on the approach of women's human rights and equal opportunities as a universal ethical principle. It entails equal rights, responsibilities and de facto opportunities, guaranteeing the participation of women and men in all spheres of public and private life, with ample freedom to develop their skills and make decisions while eliminating stereotyped gender roles which negatively affect the full enjoyment of human rights by women.

##### ***Principle of Gender Equality***

This refers to measures designed in a fair way to compensate/correct the historical and social inequalities of women through the recognition of social, economic and political relations which prevail between genders and which restrict equal opportunities for women; as well as the realisation of

positive actions to bridge gender gaps that negatively affect both men and women.

#### *Participatory Democracy*

This is the essence of the Rule of Law based on a representative, participatory, pluralistic and inclusive system. It is a dynamic principle which represents the people's mandate and prioritises the participation of citizens in public issues that concern them and that are essential to the development of society. It helps citizens develop their ability to join forces and organise themselves to exert direct influence on decisions which are taken on their behalf.

#### *Principle of Comprehensiveness*

This conceptualises the systemic whole and not the individual sum of its parts. It incorporates the principles of invisibility and interdependence of human rights to express the idea of a holistic view of reality, where problems may not have a single cause, and therefore, their treatment and solution also requires a critical view of all aspects involved. Institutions, and their inherent functions, should adopt this view to avoid isolating the gender issue when dealing with seemingly different issues, but which may be interrelated, so interinstitutional coordination is crucial to guarantee a better approach towards reality in order to instigate change.

## **V. Objectives:**

Long-Term: Contribute to the elimination of cultural barriers which hinder the full participation of women in all spheres of human society.

Short-Term (5 years):

- Increase the participation of women in institutional decision-making with regard to peace, conflict prevention and conflict resolution processes.
- Mainstream gender in all areas related to peace processes and conflict resolution.
- Foster the culture of peace to prevent situations of conflict, with the active participation of women.
- Establish effective coordination on an interinstitutional, intersectoral and international level in order to perform joint actions, implement and evaluate Resolution 1325.



## **VI. Lines of Approach**

### **1. Participation of women in decision-making.**

*Objective 1: Increase the participation of women in institutional decision-making with regard to peace and conflict resolution processes.*

Approaches:

- 1.1. Promote study opportunities for women on military and related degrees.
- 1.2. Articulate regulatory measures and specific approaches aimed at ensuring the incorporation and continuation of women in the Armed Forces.
- 1.3. Mainstream the principle of equal rights between men and women in the stages of recruitment, training and deployment of peace contingents, including the monitoring and evaluation thereof.
- 1.4. Promote the gradual incorporation of women to senior positions in the Armed Forces and National Police, as well as the participation of women in decision-making processes.
- 1.5. Promote the participation of women in Local Emergency Councils.
- 1.6. Create a Gender Observatory at the Ministry of Defence to analyse the participation of women and men in the Armed Forces, National Security Forces, peace contingents and diplomatic posts.

## 2. Mainstreaming gender in all areas related to peace processes and conflict resolution.

*Objective 2: Mainstream gender in all areas related to peace processes and conflict resolution.*

### Approaches:

- 2.1. Adapt study programmes at military training academies, including the Institute of Strategic Studies, to issues related to equal opportunities between men and women and mainstreaming gender in teaching materials.
- 2.2. Review materials used in capacity-building programmes for CECOPAZ (Peace Operations Training Institute) personnel in order to adapt to the provisions of Resolution 1325.
- 2.3. Mainstream gender in the National Risk Atlas, considering risk assessment, needs analysis and evaluation.
- 2.4. Develop a gender-focussed protocol and design a Risk Mitigation and Management Manual for emergency humanitarian aid actions.
- 2.5. Prepare/participate in international seminars which address the issue of Resolution 1325.
- 2.6. Provide training in gender issues, conflict management and conflict reduction to all units of the institutions involved in implementing Resolution 1325.
- 2.7. Develop a gender-focussed mental health protocol for people who participate in peace missions, before and after their participation, as well as for their families.
- 2.8. Collaborate with healthcare services and medical human resources in pre- and post-conflict situations.

### **3. Promotion of the Culture of Peace**

*Objective 3:* Foster the culture of peace to prevent situations of conflict, with the active participation of women.

Approaches:

- 3.1. Conduct campaigns on the prevention of gender violence and the implementation of the culture of peace.
- 3.2. Systematise advances in institutional gender-focussed actions to regain positive impacts for the promotion of the culture of peace.
- 3.3. Incorporate the culture of peace and women's human rights into school study programmes.
- 3.4. Develop institutional projects which consider the gender perspective and the principles of Resolution 1325.
- 3.5. Create knowledge on gender and peacebuilding issues through research and the education of university students.

### **4. Political will and interinstitutional and international coordination.**

*Objective 4:* Establish effective coordination on an interinstitutional, intersectoral and international level in order to perform joint actions, implement and evaluate Resolution 1325/00.

Approaches:

- 4.1. Systematise sex-disaggregated information in order to facilitate a gender-focussed analysis to give an insight into the impact of institutional actions.
- 4.2. Regain best practices generated in the process of implementing Resolution 1325.
- 4.3. Manage institutional financial funds for monitoring the implementation of Resolution 1325.
- 4.4. Communicate the implementation and monitoring of the approaches of Resolution 1325.

4.5. Create positive synergies with projects carried out at the institutions involved with Resolution 1325 in order to convey and develop a holistic view of the problems caused by gender inequality and subsequently propose shared solutions.

4.6. Support regional and international coordination and exchange with countries which have National Action Plans.

4.7. Strengthen relations with United Nations agencies and donor countries for the implementation of Resolution 1325.

4.8. Provide training in gender issues, conflict management and conflict reduction to all units of the institutions involved in implementing Resolution 1325.

## VII. Approaches of the Action Plan and Responsibilities

Lines of Approach	Approaches	Responsible parties	Indicators	Annual Period				
				1	2	3	4	5
1. Participation of women in decision-making	1.1. Promote study opportunities for women on military and police force degrees.	Armed Forces of the Nation Ministry of the Interior	Number of means used for promotion.					
	1.2. Articulate regulatory measures and specific approaches aimed at ensuring the incorporation and continuation of women in the Armed Forces and the National Police Force.	Armed Forces of the Nation Ministry of the Interior	Annual % of women in the armed forces and police force % of women entering and graduating from training schools.					
	1.3. Mainstream the principle of equality between men and women in the stages of recruitment, training and deployment of peace contingents, including the monitoring and evaluation thereof.	Armed Forces of the Nation Ministry of the Interior CECOPAZ	% of women on peace missions.					
	1.4. Promote the gradual incorporation of women to senior positions in the Armed Forces and National Police, as well as the participation of women in decision-making processes.	Armed Forces of the Nation Ministry of the Interior	% of women in decision-making roles.					
	1.5. Promote the participation of women in Local Emergency Councils.	National Emergency Ministry of the Interior	% of women in Local Emergency Councils.					
	1.6. Create a Gender Observatory to analyse the participation of women and men in the Armed Forces, National Security Forces and peace contingents.	Armed Forces of the Nation Ministry of the Interior Ministry of Women's Affairs NGOs	An observatory operating with updated information.					
	2.1. Adapt study programmes and teaching materials at military and police training academies, including the Institute of Strategic Studies, to gender mainstreaming and Resolution 1325.	Armed Forces of the Nation Ministry of Defence Ministry of the Interior Ministry of Foreign Affairs	Study programmes at educational institutions including gender mainstreaming and Resolution 1325.					
	2.2. Review materials used in capacity-building programmes for CECOPAZ (Peace Operations Training Institute) personnel,	Armed Forces of the Nation	% of materials used which consider					

2. Gender mainstreaming in all areas related to peace processes and conflict solution.	in order to adapt to the content of Resolution 1325.	Ministry of the Interior	gender.					
	2.3. Mainstream gender in the National Risk Atlas, considering the risk diagnosis, needs analysis and evaluation.	National Emergency Ministry of the Interior	National Risk Atlas.					
	2.4. Develop a gender-focussed protocol and design a Risk Mitigation and Management Manual for emergency humanitarian aid actions.	National Emergency	Gender-focussed Protocol and Manual					
	2.5. Prepare/participate in international seminars which address the issue of Resolution 1325.	Ministry of Foreign Affairs	At least one seminar every two years, national or international.					
	2.6. Providing training in gender issues, conflict management and conflict reduction to all units of the institutions involved in implementing Resolution 1325.	Ministry of Women's Affairs	Number of courses taken in the year.					
	2.7. Develop a gender-focussed mental health protocol for people who participate in peace missions, before and after their participation, as well as for their families.	Ministry of Health and Social Welfare	Mental Health Protocol in force.					
	2.8. Collaborate with healthcare services and medical human resources in pre- and post-conflict situations.	Ministry of Health and Social Welfare	Number of services and human resources involved.					
3. Promotion of the culture of peace	3.1. Conduct campaigns on the prevention of gender violence and the implementation of the culture of peace.	Ministry of Education	At least one campaign carried out each year.					
	3.2. Systematise advances in institutional gender-focussed actions to regain positive impacts for the promotion of the culture of peace.		Socialised systematisation document.					
	3.3. Incorporate the culture of peace and the human rights of women into school study programmes.		Subjects in the school study programme.					
	3.4. Develop institutional projects which consider the gender perspective and the principles of Resolution 1325.		At least one institutional project developed.					
	3.5. Create knowledge on gender and peacebuilding issues through research and the education of university students.		Number of research projects carried out in the year.					
	4.1. Systematise sex-disaggregated information in order to facilitate gender-focussed analysis to		Systematised data per year and					

4. Political and interinstitutional and international coordination will	to give an insight into the impact of institutional actions.	Armed Forces of the Nation Ministry of the Interior Ministry of Education Ministry of Foreign Affairs National Emergency NGOs	reported at the Gender Observatory, installed in the Ministry of National Defence.					
	4.2. Regain best practices generated in the process of implementing Resolution 1325.		Number of best practices available in the Observatory.					
	4.3. Manage institutional financial funds for monitoring the implementation of Resolution 1325.		% of institutions managing specific funds for monitoring.					
	4.4. Communicate the implementation and monitoring of the approaches of Resolution 1325.		Number of means used for promotion.					
	4.5. Creating positive synergies with projects carried out at the institutions involved with Resolution 1325 in order to convey and develop a holistic view of the problems caused by gender inequality and propose shared solutions.		Number of projects which generated positive synergies.					
	4.6. Regional and international coordination and exchange with countries operating National Action Plans.	Ministry of Foreign Affairs	Number of coordination programmes and exchanges made in the year.					
	4.7. Strengthen relations with United Nations agencies and donor countries for the implementation of Resolution 1325.		Number of actions taken during the year.					
	4.8. Promotion on an international level of the advances in the implementation of Resolution 1325 in the country.		Number of events at which information was made available.					

## VIII. Monitoring and Evaluation:

The Ministry of National Defence, the Ministry of Foreign Affairs, the Ministry of the Interior, the Ministry of Women's Affairs and the Command of the Armed Forces of the Nation together form the COUNCIL OF MINISTRIES FOR THE IMPLEMENTATION OF RESOLUTION 1325, which will meet annually on 29 May, the International Day of United Nations Peacekeepers, to assess and inform society about the progress of said implementation by the Interinstitutional Monitoring Committee.

Each Ministry shall appoint in writing two representatives to form the Interinstitutional Monitoring Committee for the Implementation of Resolution 1325, which, in partnership with civil society, shall be the body responsible for monitoring the application of the resolution 1325, by means of regular pre-arranged meetings.

The Ministries responsible for the implementation of this Action Plan shall include on their websites detailed information about activities related to Resolution 1325.

The functions of this group shall be:

1. Follow up the performance of the "Paraguayan Action Plan for the Implementation of Resolution 1325".
2. Ensure the coordination and coherence of objectives and activities in the different policy areas (national and international).
3. Disseminate the actions taken by Paraguay in the field of peacebuilding in relation to the content of Resolution 1325.
4. Submit an annual report with the results of said monitoring.

## IX. Annexes

Resolution 1325/00.

Signed interinstitutional agreement.



- a. Document signed with UN Women and the Ministry of Women's Affairs: Project **"Support for the effective implementation of United Nations Resolution 1325/00"**
  
- b. **Technical meetings with civil servants:** Since the beginning of the project, meetings have taken place to include actions aimed at the effective implementation of United Nations Resolution 1325/00 in the agenda of the institutions involved. In November 2012 and June 2013, the meeting was attended by Ms. Pamela Villalobos, Social Affairs Officer at the Gender Affairs Division of ECLAC, who is now a permanent advisor on how to carry out the actions included in the project and in the development of the Action Plan.
  
- c. Also within the framework of these meetings, the need arose for the existence of *an Interinstitutional Specific Cooperation Agreement for the Implementation of Resolution 1325/00, which following a joint effort between the institutions was signed on 30 May 2013 between the Ministry of Foreign Affairs, the Ministry of the Interior, the Ministry of National Defence, the Ministry of Women's Affairs and the Command of the Military Forces*, for a period of 5 years, renewable.
  
- d. In April 2013, the *Interinstitutional Technical Team* was created, which is formed by representatives from the Ministries of Foreign Affairs, of Education and Culture, of the Interior, of National Defence, of Public Health and Social Welfare, and the Ministry of Women's Affairs, as well as from the National Emergency Secretariat, the Secretariat for Children and Adolescents, the Command of the Armed Forces, the Peace Operations Training Institute of Paraguay (CECOPAZ), the Mcal Francisco Solano López Military Academy, the National Police Force, the Committee for HIV Prevention and Control in the Armed Forces and National Police (COPRECOS Paraguay), UN Women, and civic organisations, who have all formed part of a training programme on the provisions and scope of Resolution 1325/00 and have collaborated in the participatory development of the National Action Plan.
  
- e. In June this year, the *Pilot Training Workshop of the Regional Training Programme on Gender and Security and the Implementation of United Nations Security Council Resolution 1325/00* took place, as a result of the work promoted by ECLAC and UNFPA, in collaboration with UN Women. The event was led by Ms. Maria Cristina Benavente, Training Officer at the Gender Affairs Division of ECLAC, and was aimed at the members of the Interinstitutional Technical Team and personnel from CECOPAZ (Peace Operations Training Institute of Paraguay).

- F. *Preparation of a current state assessment on the role of the Paraguayan women in the promotion of peace and security, as well as in conflict prevention, conflict resolution and peacekeeping operations.*
- G. **Design of a "National Action Plan"** for the implementation of Resolution 1325/00, presented on 9 August 2013.