

Paraguay - Summary Report

WPS National Action Plan (NAP) Status:

Paraguay adopted its first NAP in 2013. A new version is currently under development.

Overall Assessment:

Paraguay has made progress towards the adoption of the WPS principles, thanks to the national gender equality agenda. That said, the 2013 NAP was never implemented because of a change in the political leadership of the country. The NAP was developed and published by the *Frente Guasú* and the *Partido Liberal* administration. In the 2013 elections, the *Partido Colorado* was the winner and the implementation of the NAP lost priority. The current *Partido Colorado* administration, elected in 2018, has been more positive towards the WPS agenda. The Ministry of Women is currently leading an effort to develop a new NAP.

National Importance/Political Will:

National importance given to the WPS agenda has waxed and waned over the years. However, Paraguay is committed to gender equality, which is evident in key foreign and national policy documents, such as is the National Development Plan 2030,¹ which was developed in the context of the UN Agenda for Sustainable Development.² In particular, the gender equality strategy of the plan promotes equitable and participatory access under equal conditions for women and men; it addresses power structures and decision-making processes, and it also calls for the integration of a gender perspective in public policies, plans, programs, projects, and regulations of public institutions.³ Since the National Development Plan is a joint effort that involves all ministries, both the police (as part of the Ministry of Interior) and the Ministry of Defense (MoD) are engaged in the achievement of these goals. Given the status of the National Development Plan, both the military and the police are expected, but not obligated, to adapt their institutional policy documents to its goals.

The WPS agenda is not mentioned in national security documents such as the National Policy of Defense.⁴ This document mentions equality and peace as goals, but it falls short in referring to the WPS agenda. As for the police, the report “Mainstreaming of the Gender Approach in the Strategy National Security Citizen” also does not refer to UNSCR 1325 or the WPS agenda, but it makes clear recommendations on how to improve the integration of a gender perspective into activities of the police.⁵ The IV National Equality Plan of the Ministry of Women represents the clearest effort of the government to mainstream gender equality, although it does not mention UNSCR

¹ Gobierno Nacional, *Plan Nacional de Desarrollo 2030*, (Asunción, Paraguay: Gobierno Nacional, December 2014), at: <https://www.stp.gov.py/pnd/wp-content/uploads/2014/12/pnd2030.pdf>

² See: Organization of the United Nations (UN), *Sustainable Development Goals*, (New York: UN, November 2020), at: <https://www.un.org/sustainabledevelopment/gender-equality/>

³ Ibid, p. 42.

⁴ Consejo de Defensa Nacional (CODENA), *Política Nacional de Defensa 2019-2030*, (Asunción, Paraguay: CODENA, 2019), at:

http://www.mdn.gov.py/application/files/7415/6415/4362/Politica_de_Defensa_Nacional_2019-2030.pdf

⁵ Ministerio del Interior (MDI), *Tranversalización del Enfoque de Género en la Estrategia Nacional de Seguridad Ciudadana (ENSC)*, (Asunción, Paraguay: MDI, February 2014), at:

http://www.mdi.gov.py/images/pdf_mdi/informe_enfoque_genero_24feb.pdf

1325.⁶ Other relevant efforts by this Ministry include the Observatory of Women, which monitors the incidence of femicide and efforts to prevent trafficking of women.

Institutional Policy and Practice:

Strategy, Plans, and Policy

In the NAP, Paraguay committed to creating a Gender Observatory and to incorporating a gender perspective in all areas related to defense and security institutions. Nevertheless, the NAP did not specify which institution should host the Observatory. In addition, due to the change in political leadership, the Gender Observatory did not materialize (as can be noted in the Strategic Institutional Plan 2019-2023 of the MoD). That said, the MoD has a Gender Unit, which is part of the Human Rights and International Humanitarian Law Directorate. Since 2019, the Directorate of Human Rights and International Humanitarian Law and the Gender Unit fall under the supervision of the Vice Minister. It functions as a GENAD position. It is not clear whether there are GFPs in the armed forces. The police do not have a GENAD, but they do have a Gender Violence Unit, which is in charge of providing specialized care for victims of domestic violence. The police also do not have any GFPs.

Gender in the Ranks (Military and Police)

Service	Men	Women ⁷	Percent Women
Army		129	
Navy		55	
Air Force		48	
Women Deployed	26	3 ⁸	10%

No data was provided on the number and percentage of women who serve in senior ranks in the military and police, except as related to UN peacekeeping operations. Many positions in the military are closed to women. In the Army, all cavalry and infantry occupations are closed to women; however, all positions in the air force and navy are open to women. Interestingly, a civilian woman currently serves as the Vice Minister of National Defense, and formerly a woman served as Minister of Defense. Women are only deployed in UN missions. In the police, all positions are open to women, but few women occupy senior ranks. Neither the military nor the police have set recruitment goals to increase the number of women in the ranks. However, the police have new career plan regulations to promote equal participation of women in its ranks.⁹

⁶ Ministerio de la Mujer (MINMUJER), *IV Plan Nacional de Igualdad 2018-2024*, (Asunción, Paraguay: MINMUJER, December 2018), at: https://oig.cepal.org/sites/default/files/paraguay_2018-2024_plan_de_igualdad.pdf

⁷ Figures excerpted and adapted from: Seminario Internacional "Experiencias exitosas y lecciones aprendidas de la inclusión de la mujer en operaciones militares y acciones de seguridad" with the Directorate of Human Rights and International Humanitarian Law - Gender Unit from the MoD in June 2020.

⁸ This figure is for Paraguay's participation in UN missions only. See: Peace Keeping United Nations, *Summary of Troops Contributing Countries by Ranking Police, UN Military Experts on Mission, Staff Officers and Troops 2020* (Peace Keeping United Nations, 2020) at: https://peacekeeping.un.org/sites/default/files/2_country_ranking_13.pdf

⁹ Ministerio del Interior (MDI), *Mujeres policía tienen nuevo "Reglamento de Plan de Carrera"* (Asunción, Paraguay: MDI, November 20, 2018), at: <http://www.mdi.gov.py/index.php/component/k2/item/10978-mujeres-polic%C3%A1ticas-tienen-nuevo-%E2%80%9Creglamento-de-plan-de-carrera%E2%80%9D>

Work Environment

Family Policies: Military and police personnel receive 18 weeks of paid maternity.¹⁰ Child care is also provided. In particular, the police have new career plan regulations and amendments to the law to ensure the equal participation of women in its ranks.¹¹

Anti-Harassment and Abuse Policies: There are directives in place to prevent sexual harassment both in the military and the police.

Equipment and facilities: Equipment and uniforms for women in both institutions are available, and facilities to accommodate women are also provided.

Training, Education, and Exercises

Military personnel that participate in UN missions receive training on the principles of WPS. The training is provided by the Peace Operations Training Institute or by training centers from neighboring countries in the Southern Cone. Military personnel who participate in UN missions consistently receive training on the prevention and response to sexual violence and sexual exploitation and abuse. The training is both internally (within the organization) and externally (civilian populations outside the organization) focused. Nonetheless, it is unclear if these, or similar courses, are available and mandatory for the rest of the military at all levels.

The police and other law enforcement institutions receive training in gender perspectives from the Ministry of Women (MINMUJER). This Ministry is the normative and strategic governing body of gender policies, and it currently coordinates the implementation of the IV National Equality Plan.

Monitoring/Reporting and Evaluation:

General monitoring, evaluation, and reporting are considered within the institutional framework of the Fourth NAP of Open Government of Paraguay.¹² The Paraguayan government has developed short-term plans as tools to ensure accountability for development policies. Civil society is an active contributor to their formulation. That said, the involvement of civil society with regards to security-related policies and activities of the military and the police is limited. In part, this is because the number of specialized NGOs in matters of gender and security is small. The military and the police collect sex-disaggregated data, but the data is not routinely made public unless requested through transparency mechanisms.

¹⁰ See Law No. 5508/2015 Art.13 "Promotion, Protection of Maternity and Support for Breastfeeding," at <https://www.bacn.gov.py/leyes-paraguayas/4428/promocion-proteccion-de-la-maternidad-y-apoyo-a-la-lactancia-materna>

¹¹ Ministerio del Interior (MDI), *Mujeres policía tienen nuevo “Reglamento de Plan de Carrera”* (Asunción, Paraguay: MDI, November 20, 2018), at: <http://www.mdi.gov.py/index.php/component/k2/item/10978-mujeres-polic%C3%A3da-tienen-nuevo-%E2%80%9Creglamento-de-plan-de-carrera%E2%80%9D>

¹² Secretaría Técnica de Planificación para el Desarrollo Económico y Social (STP), *Cuarto Plan Nacional de Gobierno Abierto de Paraguay 2018-2020*, (Asunción, Paraguay: STP, August 2018), at: <https://observatorioplificacion.cepal.org/es/planes/cuarto-plan-de-accion-nacional-de-gobierno-abierto-de-paraguay-2018-2020>

Recommendations:

At the national level Paraguay should deepen and codify its commitment to the principles of the WPS agenda by expeditiously publishing a new, comprehensive NAP. The military and police should be given specific goals for advancing the agenda. The new NAP should include mechanisms to institutionalize its implementation so that it can withstand political changes in the executive. This can be achieved with the adoption of specific implementation plans for the armed forces and the police, and the allocation of resources to these ends. Monitoring and evaluation should be clearly established and include the systematic use of civil society groups, and all data and reports should be made publicly available.

Contributors:

María Gloria Báez Recalde, General Director of Prevention and Care Against Trafficking,
Ministry of Women, Asunción, Paraguay
Laura A. Villalba, Senior Principal Consultant, Politics & Policy LLC, Minnesota, USA

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