

COUNTRY ACTION PLAN  
NATIONAL SECRETARIAT FOR  
CHILDREN & ADOLESCENTS  
NATIONAL GOVERNMENT

**PARAGUAY AND CHILD PROTECTION  
AGAINST ABUSE AND ALL FORMS OF VIOLENCE  
IN THE NEW 2015-2030 SUSTAINABLE  
DEVELOPMENT AGENDA**



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construyendo el futuro hoy

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## 1 COUNTRY ADVANCEMENTS IN THE PROTECTION OF CHILDREN AND ADOLESCENTS

Since the ratification of the Convention on the Rights of the Child and the enactment of the Code of Children & Adolescents (Law 1680/01), the Paraguayan State has taken steps to align its institutions, laws and overall approach to children and adolescents with international standards. By the end of 2001, new Paraguayan legislation led to the creation of the National Secretariat for Children & Adolescents (SNNA), establishing Directorates such as the Directorate of Promotion & Protection of the Rights of Children & Adolescents, the Directorate to Build the National System of Promotion and Integral Protection of the Rights of Children & Adolescents and the Directorate of Active Participation. Similarly, ministries, such as the Ministries of Education and Health, have adjusted their regulations and created new directorates in order to ensure effective compliance with the rights of children and adolescents. We would highlight the fact that these changes have resulted from a joint effort among the national directorates as well as the commitment of both the ministerial authorities and the Executive Branch that, year after year, have enabled substantial efforts by the State, civil society organizations and international cooperation agencies.

These changes are also attributable to the substantial work of the Legislature to formulate and approve bills aimed at ensuring the rights of children and adolescents. The most important of these bills is Law 1680/01, the Code for Children & Adolescents (CNA) and its complementary laws, such as Law 1136/97 on Adoptions, and Law 2169/03 establishing the legal working age. These and other laws, regulations and resolutions protecting the rights of children and adolescents are identified in annex 1.

We also credit the Judiciary for adjusting the way it approaches violations of the rights of children and adolescents. Thus, the Supreme Court, the various judicial bodies, local courts and prosecutors have adapted their practices in order to better address, monitor and respond to allegations and lawsuits relating to children and adolescents.

Law 1680/01 establishes a new National System of Promotion and Integral Protection of the Rights of the Child (SNPPI), with significant authority for implementing measures for the protection of children from violence, exploitation and abuse. The law also establishes the authority of the SNAA to regulate and organize direct care for children and adolescents (Art. 39, 40 and 41) and the National Council for Children & Adolescents (Art. 42 and 43). The profile of child care is based on some principles underlying the law, i.e. administrative decentralization; coordination of actions, citizen participation: the best interests of the child; and comprehensive care. The SNPPI (Art. 37), "the System" is authorized to formulate and supervise the implementation of a national policy that ensures the full enjoyment of the rights of children and adolescents. The System regulates, as well as, integrates programs and initiatives at the national, departmental and municipal levels—and is comprised of the SNNA, the National Council for Children & Adolescents, and the Departmental Councils for Children & Adolescents and the Municipal Councils for the Rights of Children & Adolescents (Codeni). As the governing body of the System, the SNNA (with ministerial rank) oversees compliance with the policies of the System, implements its initiatives and programs, and facilitates the coordination among the va-

rious departmental and municipal councils that participate in the System.<sup>1</sup> The SNPPI provides the organizational and operational framework for implementing effective and consistent national policy regarding the rights of children and adolescents by establishing clear relationships and responsibilities among all key organizations within the System.<sup>2</sup>

As the lead entity, the SNNA has been integral to the formation and functioning of the various entities of the S System, as provided in the Code for Children & Adolescents (CNA), aligning those bodies to the newly established juridical framework on the protection of children and adolescents. In that role, the SNNA has achieved the following advances:

- **National Council for Children & Adolescents.** This Council is made up of relevant ministries, other governmental bodies and non-governmental organizations. The SNNA convenes this Council through the Executive Secretary-Minister for Children & Adolescents.
- **Departmental Council for Children & Adolescents.** Each of Paraguay's 17 departments has a Departmental Council for Children & Adolescents. Through the Directorate to Build the System, the SNNA supports the work of the Councils.
- **Municipal Council for Children & Adolescents.** Of the 250 municipalities, approximately 40 have Municipal Council for Children & Adolescents. Through the Directorate to Build the System, the SNNA supports the work of these Councils.

1 Law No. 1680/2001 "Code for Children & Adolescents".

2 **Composition and structure of the System: National Council of Children & Adolescents.** Its function is to formulate policies for the promotion, care and protection of the rights of children and adolescents; approve and supervise the specific plans and programs generated by the Secretariat; and determine its Rules of Procedure. The National Council for Children & Adolescents, is composed of a) the National Secretariat for Children & Adolescents; b) the Ministry of Public Health & Social Welfare; c) the Ministry of Education & Culture; d) non-governmental public service and non-profit organizations with national coverage, e) the Ministry of Justice & Labor; f) the Public Prosecutor's Office; g) the Ministry of Public Defense; and the Departmental Councils.

**Departmental Council for Children & Adolescents.** The function of the Departmental Council is to approve the plans and programs for the Department and support their implementation; support municipalities of the Department for the execution of the respective programs; and determine its Rules of Procedure.

**Municipal Council for Children & Adolescents.** Its main function is to target efforts to the development of direct care and promotion programs on the rights of children and adolescents in their municipality; coordinate the programs and actions undertaken by public institutions with those undertaken by private institutions targeting children and adolescents; propose the annual budget of the office's programs targeting children and adolescents to the municipality; and dictate its Rules of Procedure.

**Departmental Secretariat for Children & Adolescents dependent on the Departmental Governments.** Although this body is not established in the Code for Children & Adolescents, each Departmental Government has a Departmental Secretariat for Children & Adolescents that, pursuant to Law No 426/94 "Establishing the Charter of the Departmental Government", administrates its respective areas where departmental policies will be promoted under the leadership of the Departmental Governor; complies with the policies developed by the system; fosters the creation of the Departmental Council and, through it, seeks to strengthen municipal protection bodies, i.e. the Municipal Councils and Codenis.

**Municipal Councils for the Rights of Children & Adolescents (Codenis)** reporting to the Municipalities. This is a decentralized non-jurisdictional model to promote, protect and defend the rights of children and adolescents. The Code for Children approved by Law 1680 clearly establishes the obligation to create the Codeni Directorate in the Municipalities.

- **Departmental Secretariat for Children & Adolescents.** Each of Paraguay's 17 Departments has Departmental Secretariat for Children & Adolescents. Through the Directorate to Build the System, the SNNA supports the work of the Departmental Secretariats.
- **Municipal Councils for the Rights of Children & Adolescents (Codenis).** Approximately 52 of Paraguay's 250 municipalities, have Codeni. As provided in the CNA, the Codenis are to be established and funded by the municipalities. Currently, only a small number of municipalities provide funding for Codeni operations.

In recent years, a network of government and civil society organizations has emerged, committed to the promotion and protection of human rights. This network includes the Human Rights Ombudsman, the Legislative Human Rights Commissions, and the High-level Human Rights Commissions of the Executive Branch, whose mission is to ensure the full exercise of rights by citizens, as well as civil society organizations, NGOs and church offices working to promote human rights. Especially noteworthy is the work of the Coordination Council of Human Rights of Paraguay (Codehupy); the Committee of Churches for Emergency Assistance (Cipae); and the Coordination Council for the Rights of Children & Adolescents (CDIA).

Through Presidential Decree 2290/09, the Human Rights Network of the Executive Branch<sup>3</sup> was set up under the supervision of the Vice Ministry of Justice & Human Rights of the Ministry of Justice & Labor, whose responsibility is to coordinate policies, plans and programs determined by the Executive Branch to improve the mechanisms of promotion, protection and fulfillment of human rights. Following the decree, Human Rights Directorates or Units were created in all the ministries and secretariats to advance the national human rights agenda.

In 2001, the Courts on Child & Adolescent Matters, the Ombudsman's Office for Children and the National Committee for the Prevention and Eradication of Child Labor (Conaeti) were created; at the same time, formation of the National Coordination Council for Integral Development in Early Childhood (Conadipi) and the National Committee for Integral Protection of Children Living on the Street (Conasica) were approved by for formation. In 2005 the Interagency Council to Prevent & Combat Trafficking-in-Persons was established. Law No. 1.600/00 on "Domestic Violence" complements the "Code for Children & Adolescents" by directing "Any person who has knowledge of a violation of children's or adolescents' rights and guarantees must immediately inform the Codeni (Municipal Council for the Rights of Children & Adolescents), or failing that, the Public Prosecutor's Office or the Ombudsman's Office", thus requiring the reporting of instances of violence against minors.

After several years of advocacy, an alliance of organizations focusing on the rights of people living with HIV succeeded in their efforts to see the enactment of a new law on

3 The Interagency Network consists of: Ministry of Justice & Labor; Ministry of Foreign Affairs; Ministry of Public Health; Ministry of Defense; Ministry of the Interior; Ministry of Industry & Trade; Minister of Agriculture; Treasury; Vice Ministry of Youth of the Ministry of Education (today Secretariat for Youth); Secretariat for Women; Secretariat of Information & Communication; National Antidrug Secretariat; National Secretariat for Children & Adolescents, Civil Service Secretariat; Secretariat for the Development of Repatriated and Refugee Compatriots; Secretariat of Social Action; National Sports Secretariat; National Emergency Secretariat; Public Prosecutor's Office, National Indigenous Institute; and the General Directorate of Statistics, Surveys & Censuses.

HIV prevention.<sup>4</sup> On December 14, 2009, Law No. 3940 was passed establishing preventive measures as well as rights and obligations of persons afflicted with the Human Immunodeficiency Virus (HIV) or the Acquired Immunodeficiency Syndrome.

The following important programs have also been developed: the Tekopora program; the Abrazo program; Family Health Units; *Paraguay Lee y Escribe* (Paraguay Reads and Writes: a literacy program for youth and adults); [inclusion of people in the exercise of their right to an identity]; the National Food Security Program for Family Agriculture; improvement of living conditions; water supply and sanitation in urban, rural and indigenous communities; Comprehensive Agrarian Reform; and [Territory, participation and development: indigenous peoples secure their territory].

**EDUCATION.** The enactment of Law No. 4088/10 establishing free-of-charge and compulsory early childhood education, primary and secondary schooling, constitutes a milestone in terms of guarantees and rights, allowing more students to enter and remain in school and to complete their studies on time.

In this connection, there is State support for a transfer of financial resources to state-run educational institutions to ensure that educational rights are not “targeted”, i.e. benefiting some and excluding others, have been made to ensure these rights are open to all. In this regard, efforts include providing basic school supply kits, a School Food Program (Strategy for Food & Nutrition Security), the Grant Program (based on the equity approach), Student Bus Ticket Program (to ensure accessibility to affordable transportation for students) and training for teachers and principals.

In 2007, an Interagency Inclusive Education Council was established to facilitate access, retention and promotion of persons with disabilities within the education system. In the same year, Law No. 3231 was enacted to create the Indigenous Education Directorate under the Ministry of Education & Culture to design and implement policies specifically targeting the educational needs of indigenous peoples.

**HEALTH.** The State has implemented and expanded the Primary Health Care (PHC) Strategy in order to reduce social exclusion and increase coverage and access to networks of integral healthcare. In 2008 free healthcare was implemented on a progressive basis.

Access to health care that is provided by the “Public Policy for Quality of Life & Health with Equity”, with its principles of universality, comprehensiveness, equity and social participation, is expected to achieve important gains in public health.

The Ministry of Public Health & Social Welfare has developed several initiatives to improve the care provided to children. They include:

- **Resolutions providing for universal free services:** No. 67/2008: establishes free universal coverage of out-patient consultations and emergencies. No. 140/2008: establishes free universal coverage of hospitalizations and surgeries. N ° 1074/2009: establishes an entitlement to free medications, medical supplies and ambulance services.
- **Strategies to combat poverty,** and the incidence of childhood disease and infant mortality.

4 The previous law was enacted in 1991 and was quite obsolete and outdated (Law 102/91).

- **Resolution 3384:** approving the protocols of individualization and search for intensive care services in the public sector and the regulation of the administrative procedure to comply with precautionary measures issued in the jurisdiction of Children & Adolescents.
- **Processes related to updating plans and public policies on early childhood welfare:** based on cross-sectoral and interagency working committees: a) National Plan for Integral Development of Early Childhood 2010-2020; b) Strategic Plan 2010-2013 of the Directorate of Integral Health of Children & Adolescents; c) National Plan for Children 2010-2015; d) National Plan for Adolescents 2010-2015; e) Strategic Plan of the Ministry of Public Health & Social Welfare 2013-2018; f) National Indigenous Health Plan.
- Updating **Primary Health Care strategy:** Through this strategy, child care is fostered in their territories, addressing the main problems suffered in the local context. Indigenous communities are served equally in each of the Family Health Units near their territories.

**PROTECTION SYSTEM.** Through the Directorate of Institutional Development of the System, the SNNA provides ongoing training for public servants in the 17 national departments (?) and in most of the country's 250 municipalities on several topics, including prevention and care in cases of violence against children and adolescents. It has also promoted the creation of a Network of Departmental Secretariats for Children & Adolescents of Paraguay, approved by Resolution No. 1/2014 of the National Council for Children & Adolescents, as well as promoting the creation of the National Network of Codenis of Paraguay.

**ERADICATION OF CHILD LABOR.** The Executive Branch vetoed portions of the bill on domestic work that would have been in direct conflict with ILO Conventions 138, 182 and 189. The Directorate to Build the System has been setting up the Departmental Councils and distributing the Registration of Adolescents to the Codenis, for the implementation of said articles.

The Public Prosecutor's Office has committed itself to the eradication of child labor categories of adolescent labor that are detrimental to their development, to prosecuting cases of labor trafficking and *criadazgo* (children taken in by families to do household work in exchange for food, accommodation and education), where there is proof of these crimes.

**CIVIL REGISTRY.** Decree 3238/15 of the Paraguayan Government "Approving the Plan of mass registration and issuance of Identity Card (*cédula*) to school-aged children" implements campaigns for mass issuance of *cédulas* in previously identified priority areas. As part of these campaigns, from October 2014 to May 2015 600 children and adolescents were registered and received their *cédula*, and estimates indicate that an additional 10.000 children will be registered by 2018.

## INCLUSION & DISABILITY

The National Secretariat for the Rights of Persons with Disabilities (SENADIS) is focused on ensuring the provision of quality care services to persons with disabilities and their families, more than 1300 persons, with medical and therapeutic care, as well as other services. 2850 technical aids. Have been provided to users. Regarding the inclusion of persons with disabilities into the workforce, an IT (online?) bank of CVs of people with disabilities has been developed to facilitate opportunities for employment in the public sector.

Flagship programs include:

### Tekoporã

The Tekoporã social program was immediately expanded. The number of families served grew from approximately 14,000 in 2008 began serving to 112,000 by June 2010 (an 800% increase.<sup>5</sup> According to the Secretariat of Social Action's latest reports, the number of beneficiaries of the Conditional Cash Transfers program (Tekopor), is up to approximately 130,560.<sup>6</sup>

### Abrazo

The Abrazo program has experienced a similar increase in budget and coverage since its onset in 2005. This initiative, carried out by the SNNA, reaches almost 12,000 children, of whom approximately 695 are under the age of 8, and approximately 2,686 families are served through a network of 42 centers in 10 Departments and 25 districts, including Asunción. The program is organized into 4 components: street engagement, open centers, family and interagency articulation.<sup>7</sup>

5 Incorporates new beneficiaries such as older adults age 65 or older; people with disabilities; etc. Source: Government of the Republic of Paraguay. Comptroller General of the Republic. General Directorate of Social Resources Control. Final report. Audit to the Secretariat of Social Action "Tekoporã" program. Fiscal Year 2007. Asunción, July 2009; and Secretariat of Social Action. General Directorate of Social Protection & Human Development. Conditional Cash Transfer Program. Quarterly reports. 1st and 2nd Quarter 2009 and information provided by the SAS in 2016.

6 Source: [www.sas.gov.py/tekopora](http://www.sas.gov.py/tekopora).

7 The gateway into the program is the streets, ensuring that the most vulnerable families and children will benefit from the System's restitution of their rights. The program has street educators who approach children working in the streets and invite them to participate in the program, and provide follow-up to these street approaches in an effort to address the needs of these children and their families.

The program's centers are spaces that provide protection, offering an alternative to the street and providing daily extra lessons to reinforce the children's schooling. School attendance is monitored, as well as nutrition, pediatric and dental care, hygiene, sports and recreation, and other facets of their development.

Currently there are 15 open centers. At the family level, psychosocial support is provided. A family development plan is generated targeting the main difficulties faced by the family. Families receive training and support in income-generation in order to alleviate the need for the children to contribute financially to the family. Due to their extreme poverty, some of these families also receive solidarity bonuses, a monthly basic food basket, and items for their children to attend school with everything they need. Continuation of the bonuses is subject to the children continuing to participate in the open center programs and attend school.

Upon admittance to the Abrazo program the parents sign a commitment to send their children to school, if not already in school, so that they do not have to go to work on the streets, or at least reduce their time on them.

The inclusion of families into their communities and the coverage of basic services are also pursued.

Regarding interagency coordination, the program seeks to strengthen and articulate public services offered through relevant public portfolios (Ministry of Education, of Health, Identifications, Municipalities, etc.) so to make them really effective and accessible to the children attending the program.



It is important to note that, like Tekoporã, Abrazo seeks the progressive elimination of child labor in public spaces. Work on the streets is considered hazardous child labor, as stipulated in Decree No. 4.951/05.

## **ACCOUNTABILITY REPORTS ON PROGRAMS FOR CHILDREN AND ADOLESCENTS**

Accountability has been a program strategy in Paraguay since 2008 owing to the support of civil society organizations and advocates for children and adolescents. The last two accountability processes were: the “20 Commitments of the President of the Republic to improve the quality of life of children and adolescents” and the “National Campaign of Mayors for the Rights of Children & Adolescents”. In these accountability reports, the Paraguayan State reported on annual achievements of the government through the Ministries and bodies of the Executive Branch. At the last meeting of the Standing Committee of the Niñ@Sur Initiative in November 2015, the Guidelines for Accountability to Children & Adolescents of Mercosur was presented, based on the cumulative achievements in Paraguay.<sup>8</sup>

## **DIRECTORATE OF ACTIVE PARTICIPATION OF THE NATIONAL SECRETARIAT FOR CHILDREN & ADOLESCENTS**

The Department of Active Participation, created by the SNNA, has worked in cooperation with other governmental bodies and civil society organizations to promote the participation of children and adolescents in the efforts of governmental bodies and civil society organizations. Each year this Directorate, with the support of the President of Paraguay presents the Accountability Report of the Executive Branch to children, through meetings at the community, municipal, departmental and national levels. In addition, children’s groups and organizations are accompanied and child and youth meetings and events are actively promoted. Paraguay is the first Latin American country with a specific policy aimed at encouraging the participation of youth organizations in the development and implementation of national efforts on behalf of children and adolescents.

<sup>8</sup> Meeting of the Standing Committee of the Niñ@Sur Initiative. In the framework of the XXVII Meeting of High Authorities on Human Rights of MERCOSUR (RAADH), held in Asunción, Paraguay on 25 November 2015. (MERCOSUR/RAADH/ACTA No. 02/15).

## 2 OPPORTUNITIES FOR IMPROVEMENT IN THE PROTECTION OF CHILDREN AND ADOLESCENTS

**POVERTY.** As of 2010, poverty affected 45% of all the children in the country, with extreme poverty affecting 27%, i.e. more than 1,100,000 and nearly 662,000 boys and girls, respectively. This means that nearly half of the country's children are poor, and one in four lives in extreme poverty. 34% of children (over 450,000) living in urban areas were living in poverty, while 58% (over 650,000) in rural areas were living in similar conditions.<sup>9</sup> Incidence of poverty and extreme poverty was even greater among children of the nation's indigenous communities, with 77% living in poverty and 63% living in extreme poverty.<sup>10</sup> More recent data indicate that poverty afflicts more than 1,534,000 Paraguayans, of whom 741,701 are children, with 351,000 living in extreme poverty. (UNICEF data)

**INTERNATIONAL LAWSUITS.** We must note that on three occasions, Paraguay has been judged by the Inter-American Court of Human Rights to have violated human rights (the last occasion in 2010).<sup>11</sup> In one case, Paraguay was found to have violated the rights of indigenous peoples to the restitution of their ancestral lands and the use and enjoyment of natural resources on those lands. However, the country has subsequently ratified ILO Convention 169 concerning the rights of indigenous peoples. Another case before the Inter-American Court of Human Rights in Paraguay charged that between 1996 and 2001 the Juvenile Detention Center, better known as "Panchito López," subjected approximately 4,000 children to inhumane conditions. Built to hold 15 inmates, Panchito López housed between 200 and 300 children at a time. The third case relates to massive roundups of children living on the street and their subsequent placement in children's homes between 2000 and 2001. The Inter-American Court of Human Rights found that detention and internment orders were issued without due regard for the rights of the affected children.

**HEALTHCARE.** Historically the Paraguayan healthcare system has been comprised of multiple disconnected systems, each with separate and different financing, patient populations and service provision modalities. The national health care system serves approximately 65-70% of the population,<sup>12</sup> with services concentrated in urban areas, and a persistent deficit in rural areas.

9 UNICEF-Paraguay. Urban Children in Paraguay. Asunción, Paraguay. April 2012. Page 52.

10 United Nations Development Program, National Human Development Report Paraguay 2008. Equity for Development. UNDP. Page 206; and UNDP-UNICEF-UNFPA. Investing in children in Paraguay in times of crisis. News Bulletin 13 of the Joint UNDP-UNICEF-UNFPA Program "Investing in People", April 2010. Page 8.

11 Yvyporá Paraguaipe Law - Human Rights in Paraguay, Asunción, CODEHUPY 2010

12 World Bank. Department of Human Development. Latin America and the Caribbean. Presentation of Health Services in Paraguay. An evaluation of healthcare, human resource policies and user fees. May 24, 2005.

**RIGHT TO FAMILY LIFE.** It is estimated that more than 1,700 children and adolescents in Paraguay live in institutions, boarding houses, shelter homes, and similar environments that contribute to the break down, if not rupture, of parental care.<sup>13</sup> The Paraguayan government presented the experience and advances on alternative care for children in foster care programs.<sup>14</sup> A 2009 qualitative report prepared by the SNNA and the NGO *Corazones por la Infancia* (Hearts for Children) focused on a cross-section comprising 807 children in 16 institutions. Of this group, 18% were under the age of 723% of the children in that group did not have birth certificates and in only 13% of those cases was any work done to identify the children's families of origin. 24% were subject to adoption and work needs to be undertaken with 58% to reconnect the children with their families of origin. 38.3% of the children and adolescents sampled in alternative care were between 8 and 12 years of age, and 25% were under the age of 8. A slight majority were boys. According to the study carried out by UNICEF and INECIP, the institutionalization was attributable to abandonment by parents (15%), death of parents (10%), extreme poverty (10%), destitution (6%), and intrafamily maltreatment (7%).<sup>15</sup>

**VIOLENCE.** A 2015 study done by UNICEF and the NGO Beca found that six out of every ten Paraguayan children and adolescents (61%) suffer physical and/or psychological violence.

**CHILD LABOR.** The same study found that across Paraguay approximately 23.5% of children and adolescents (over 400,000) are engaged in some form of economic activity.

**RIGHT TO AN IDENTITY.** Paraguay is among the countries with the highest incidence of children without birth certificates: 24% of all children and 35% of indigenous children under the age of one are not registered, (UNICEF Report 215). According to data of the Civil Registry, only 53,441 (53.1%) of the 100,584 births registered in 2010 occurred that same year, 18,023 occurred in 2009 (17.9%), and the rest occurred in previous years, representing an overall exceedingly high percentage of late registrations.<sup>16</sup>

13 Indeed, as of 2010 the Integral Protection Doctrine that guides and determines the entire national regulatory framework in force has become more precise as regards assistance to children deprived of their family environment with the enactment of the UN Guidelines for the Alternative Care of Children, adopted at the United Nations General Assembly on November 20, 2009. These recommendations have been incorporated by the National Secretariat for Children & Adolescents in the public policies on the matter. These guiding principles establish the advisability of discouraging the creation of institutions, centers, homes, and instead underscore the need to foster efforts to ensure that the child remains in the custody of their family or to return to it or, failing that, find another appropriate solution. They also seek to ensure that, while such permanent solutions are sought, or in cases where they are not possible or contrary to the best interests of the child, the most suitable arrangements of alternative fostering are identified and provided, under conditions that encourage the full and harmonious development of the child. In legal terms, the foster family is equivalent to the figure of surrogate family, envisaged in the Code for Children & Adolescents in Art. 103. Foster families are voluntary families of civil society who supportively open the doors of their homes and their lives to children in difficult life situations. They seek to help the child and temporarily provide what their biological family cannot provide, with the primary aim of promoting reintegration into their family. All of this must occur according to a legal framework and never without one.

In this context, the National Secretariat for Children & Adolescents as guarantor of children's rights promotes a specific Special Protection Policy for children separated from their family environment.

Source: "Jajotopa jevy", material of the systematization of the project Alternative Care Unit for children and adolescents (UCUIDA) carried out by the SNNA, Center of Child Development and Enfoque Niñez. December 2010. p. 11.

14 Meeting of the Standing Committee of the Niñ@Sur Initiative. In the framework of the XXVII Meeting of High Authorities on Human Rights of MERCOSUR (RAADH), held in Asunción, Paraguay on November 25, 2015. (MERCOSUR/RAADH/ACTA No. 02/15).

15 Status of the Right to Protection of Children & Adolescents in Paraguay. Published by UNICEF Paraguay. Asunción, Paraguay, 2014.

16 Source: Aty Com Cooperativa de Trabajo de Comunicaciones Ltda. Website: [http://ea.com.py/2/6-de-cada-10 niños -sufre-violencia-en-paraguay/](http://ea.com.py/2/6-de-cada-10-niños-sufre-violencia-en-paraguay/) (consulted May 2, 2016)

**SEXUAL ABUSE.** According to Juan Miguel Petit, the United Nations Special Rapporteur on the sale of children, child prostitution and child pornography from 2001 to 2008, two out of three sex workers in Paraguay are minors and most begin that work between the ages of 12 and 13. At the same time, 4.7% of Paraguayan women were sexually abused before the age of 10 years and another 16% were sexually abused between the ages of 10 and 14.<sup>17</sup>

**CHILD LABOR.** According to the “2011 National Survey of Activities of Children & Adolescents”, 23.5% of the population aged 5-17, i.e. 436,419 children and adolescents, were involved in child labor, with the rate of child labor twice as high (32.5%) among rural populations than among urban populations (16.3%). In this context, this survey also observed situations of “criadazgo” affecting 2.5% of the population aged 5 to 17 years, i.e. 4+6,993 children and adolescents.<sup>18</sup>

The rate of the worst forms of child labor is 19.4% of children and adolescents. Among the latter we underscore the so-called “street children”, as well as the so-called “carriteros” (recyclers collecting items from the streets with a cart) exposed to the dangers of road traffic, violence and diseases and infections of all kinds as they scavenge household trash.

**REPORTED SEXUAL ABUSE OF CHILDREN.** The establishment of bodies to receive and investigate allegations of sexual abuse involving children as well as increased awareness of these resources, has resulted in a marked increase in reports of sexual abuse involving children. Allegations of sexual abuse of children and adolescents tripled between 2005 and 2010, from 788 to 2,298. According to UNICEF, abuse occurs mostly against girls. In each of the last two years an alarming 1,600 cases of sexual abuse involving children have been reported (UNICEF Report).

**COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN.** 35% of children have suffered severe physical violence. Because of relatively high levels of violence in Paraguay and under-reporting of violence, the prevalence of violence against children may be even higher than these data indicate (UNICEF Report 2015).

**CHILDREN LIVING ON THE STREETS WITHOUT PARENTAL CARE.** SNNA data indicate no more than 200 children and adolescents are living on the streets nation-wide, including a significant number of adolescents driven away from their homes due to widespread consumption of psychoactive substances in their communities.<sup>19</sup> The case known as “Case No. 12.359 Cristina Aguayo Ortiz and Others”, is representative of the State’s principal response, i.e. mass roundups of children and adolescents living on the streets and placement in institutional facilities, usually on a permanent basis, between 2000 and 2001.<sup>20</sup>

17 Ibid.

18 Ibid.

19 Ibid.

20 Following these events, civil society organizations denounced the violation of human rights that occurred in this case to the Inter-American Commission on Human Rights, specifically in terms of the rights of children and adolescents, family protection, the right to personal freedom, personal integrity, protection of honor and dignity, among others, which are protected by international conventions and national laws enacted by the Paraguayan State. In 2011 the friendly settlement was signed with acknowledgment of international responsibility, with the commitment to a series of measures of non-repetition and redress of damages, leaving a historical precedent at the Inter-American Commission on Human Rights as the first case with these characteristics.

**LACK OF UNIFORM STANDARDS.** Paraguay lacks a single, clear standard for identifying cases of violence against children and adolescents; the Ministry of Education & Culture, the Ministry of Public Health, the Public Prosecutor's Office, the courts and State administrative bodies all have their own standards. The result is that each institution, with its own protocol, declines to accept the standards of other institutions.

**BUDGET.** Resources for the Protection and Promotion of the Rights of Children & Adolescents are allocated by the various institutions of the State; there is no specific government-wide budget for the care and prevention of violence against children that would demonstrate a national commitment to this effort.

**LACK OF CONSISTENTLY COLLECTED AND SORTED STATISTICAL DATA.** Guidelines for producing statistics on violence against children and adolescents would help the nation assess the scope of violence against children and adolescents and measure its progress toward eliminating it. These guidelines would provide methodological advice on the selection of topics, data sources, statistical classifications of interest, results, formulation of questions and other relevant matters required by each of the bodies and institutions overseeing the rights of children and adolescents.

Guidelines would assist in the development of baseline data as the basis for consistent and permanent statistical analyses.

During the formulation of this Action Plan, the need for reliable statistics on the extent of violence against children and adolescents at the national level has been increasingly recognized.

A monitoring organization is needed to analyze and report on the data collected from multiple State agencies. . The Coordinating Council of the Rights of Children & Adolescents (CDIA) published "Violence and Rights of Children & Adolescents. Analysis of the types of violence based on the monitoring of mass media" in April 2011. However, a permanent monitoring organization would provide leadership for developing an effective system to collect data and for measuring and reporting on progress and opportunities for improvement.

The Directorate General of Surveys and Statistics and Censuses (DGEEC) has committed to the development of indicators until a baseline is determined with consolidated statistics. This effort is necessary in order to ensure that data provided by State institutions will be useful for tracking trends: MEC, judiciary, SNNA, and MSPBS.

## 3 CROSSCUTTING AND STRATEGIC PILLARS OF THE NATIONAL ACTION PLAN

### CROSSCUTTING THEME

1 Measurement of advances.

### STRATEGIC THEMES

1 Home and family without violence.

2 Safe and non-violent protection institutions.

3 Community without violence and protective of children and adolescents.

4 Paraguayan state without violence against children and adolescents in coordination with regional and international bodies.

## 4 NATIONAL TARGETS AND INDICATORS FOR THE ERADICATION OF VIOLENCE AGAINST CHILDREN AND ADOLESCENTS

Maltreatment, violence and abuse, especially sexual, are serious challenges facing Paraguay. Data based on reported incidents are unreliable, as many of these crimes go unreported. To protect the rights of children and adolescents, Paraguay has a legal and administrative framework, including the National Children's Code (2001) and the National System of Promotion and Integral Protection of Children & Adolescents (the SNPPI)<sup>21</sup> (Annex 2). However, despite this framework and the efforts of the institutions of the Paraguayan State to enforce the rights of children and adolescents in Paraguay, those rights have little or no visibility for the general population because many of cases of abuse occur in family situations, removed from social control..." (UNICEF Report 2015).

The Paraguayan State has national targets and indicators of measurements and advances in the fulfillment of the Rights of Children & Adolescents; but there is no system to generate and analyze data specifically on violence against children and adolescents in the country, nor a fully developed information system to produce regular, comprehensive and timely statistics to formulate and monitor public policies targeting this issue, hence no reliable, timely and disaggregated data are available. Without that data, efforts to monitor, assess and identify remedial efforts and advances and, of course, intervene in a timely manner are challenged.

As a result, efforts are fragmented, uncoordinated and unrelated to each other. Each institution focuses on addressing the specific rights of children that are related to that institution's mission and using its own infrastructure and resources. Lack of coordination leads to duplication of efforts and expenditures, and inefficient use of limited resources.

This problem is being addressed by, multi-sector working groups, boards, and commissions, and through interministerial technical cooperation; however, better coordination is still required for the entire State structure to function effectively.

The National System for the Promotion and Integral Protection of Children & Adolescents, whose mission is to prevent and respond to violations of the rights of children and adolescents throughout the country, is hampered by the fact that at the operational level, as required by the Code for Children & Adolescents, each body in the System is dependent on the different governmental bodies. As a result, cases of violations of rights can remain unanswered and, even if the required institutional response is provided, no official data are available.

21 As signatory of the International Convention on the Rights of the Child, Paraguay has a National System of Promotion and Integral Protection of Children & Adolescents, created by Law No 1,680 of 2001 "Code for Children & Adolescents", which includes a broad and participatory institutional design at the national, regional and local level with strong focus, as per its legal mandate, on the protection to children and adolescents against all forms of violence, and other important documents such as the "20 Commitments to improve the quantity and effectiveness of investment in children and adolescents" signed by President Horacio Cartes including No. 15 as commitment "Promote the protection of children and adolescents against all forms of violence, maltreatment and abuse through increased investment, the improvement of registration systems and case statistics, improvement of interagency orchestration for prevention and assistance to victims, and the promotion and enforcement of specific laws against violence and human trafficking."

The SNNA has developed the Helpline (Fono Ayuda) and Case Referral Center (CRC) to address cases of rights violations. However, the scope of these initiatives is still limited, and systematic data are not available to gauge the quantitative and qualitative impact of the service. Difficulties in the coordination of State services, especially with schools, undermines the effort to prevent violence. It is clear that the link between the SNNA, governmental departments and municipalities, is still weak, limiting the effectiveness of these initiatives to prevent and respond to violations of the rights of children and adolescents.

Since the country has no coordinated local or national targets or indicators concerning the rights of children and adolescents, the establishment of those targets and indicators should be a national priority. When preparing this Action Plan, all government and non-governmental institutions agreed that the country should incorporate the definition of these targets and indicators in the Action Plan, so as to monitor its execution.

Below is a table detailing the Plan's indicator of impact, targets and indicators for each Goal that the Action Plan is expected to reach:

THE NUMBER OF CHILDREN WHO SUFFER PHYSICAL AND/OR PSYCHOLOGICAL VIOLENCE IN NEARBY SURROUNDINGS IS REDUCED BY 1%			
TARGETS	INDICATORS	INTERIM GOALS 2018	FINAL GOALS 2021
Implementation of policies, programs and plans addressing the problems of violence against children and adolescents.	Services provided to 13,848 children and adolescents living on the streets, working in child labor, without family protection, victims of trafficking and sexual exploitation, and children and adolescents in alternative care institutions.	Services provided to 50% of all children and adolescents living on the streets, working in child labor, without family protection, victims of trafficking and sexual exploitation, and children and adolescents in alternative care institutions.	Services provided to 100% children and adolescents living on the streets, working in child labor, without family protection, victims of trafficking and sexual exploitation, and children and adolescents in alternative care institutions.
	6000 interventions providing care and counseling to children and adolescents through the helpline (Fonoayuda system)	interventions providing care and counseling to 80% of children and adolescents through the helpline (Fonoayuda system)	interventions providing care and counseling to 100% of children and adolescents through the helpline (Fonoayuda system)
Establishment of a national body.	National Commission for the Prevention and Comprehensive Care of Violence Against Children & Adolescents of Paraguay up and running and contributing to build, monitor and evaluate effective public policies with a gender, rights and intercultural-based approach..	National Commission for the Prevention and Comprehensive Care of Violence Against Children & Adolescents of Paraguay up and running and contributing to build, monitor and evaluate effective public policies with a gender, rights and intercultural-based approach.	National Commission for the Prevention and Comprehensive Care of Violence Against Children & Adolescents of Paraguay up and running and contributing to build, monitor and evaluate effective public policies with a gender, rights, and intercultural-based approach.



TARGETS	INDICATORS	INTERIM GOALS 2018	FINAL GOALS 2021
Training and strengthening of schools, hospitals and other protection institutions.	Percentage of all schools, hospitals and other protection institutions trained and strengthened.	80% of all schools, hospitals and other protection institutions trained and strengthened.	100% of all schools, hospitals and other protection institutions trained and strengthened.
Teachers, health professionals and professionals of social protection sectors using intervention services.	Percentage of all teachers, health professionals and professionals of social protection sectors using intervention services.	80% of all teachers, health professionals and professionals of social protection sectors using intervention services.	100% of all teachers, health professionals and professionals of social protection sectors using intervention circuits.
Establishment of a National Network of Departmental Secretariats for Children & Adolescents raising awareness, disseminating and sharing the different practices carried out in terms of violence against children and adolescents.	1 National Network of Departmental Secretariats for Children & Adolescents up and running.	1 National Network of Departmental Secretariats for Children & Adolescents up and running.	1 National Network of Departmental Secretariats for Children & Adolescents up and running.
Eradication of violence against children & adolescents included in the plans, programs and projects of Departmental and Municipal Councils and greater awareness, and sharing of information about practices aimed at combatting violence against children and adolescents.	Number of departmental plans, programs and projects addressing the eradication of violence against children and adolescents.	60% of departmental plans, programs and projects addressing the eradication of violence against children and adolescents.	100% of departmental plans, programs and projects addressing the eradication of violence against children and adolescents.
	Number of municipal plans, programs and projects addressing the eradication of violence against children and adolescents.	60% of municipal plans, programs and projects addressing the eradication of violence against children and adolescents.	100% of municipal plans, programs and projects addressing the eradication of violence against children and adolescents.
Municipal Councils for the Rights of Children & Adolescents [Codenis] trained on reporting cases of violence, raising awareness, disseminating and sharing practices children and adolescents.	Number of counselors trained on the issue of violence.	60% of all counselors trained on the issue of violence.	100% of all counselors trained on the issue of violence.
	Number of Codenis reporting, addressing and referring cases of violence against children and adolescents.	60% of Codenis reporting, addressing and referring cases of violence against children and adolescents.	100% of Codenis reporting, addressing and referring cases of violence against children and adolescents.
Awareness raising campaigns and actions and investigations aimed at preventing violence against children and adolescents.	Two annual campaigns developed.	100% annual campaigns developed.	100% annual campaigns developed.
	1 investigation carried out and socialized annually.	100% of all investigations carried out and socialized annually.	100% of all investigation carried out and socialized annually.

TARGETS	INDICATORS	INTERIM GOALS 2018	FINAL GOALS 2021
Accountability methodology implemented and socialized in the three Branches of Government and in departmental and municipal bodies.	1 annual accountability event conducted nationwide by the Executive Branch.	100% annual accountability event conducted nationwide by the Executive Branch.	100% annual accountability event conducted nationwide by the Executive Branch.
	Workshops and seminars for socialization of methodology at the departmental and municipal level held annually.	60% of workshops and seminars for socialization of methodology at the departmental and municipal level held annually.	100% of workshops and seminars for socialization of methodology at the departmental and municipal level held annually.
Children, adolescents and interlocutors trained for active participation, based on the rights approach.	Number of children, adolescents and interlocutors trained on the issue.	60% of all children, adolescents and interlocutors trained on the issue.	100% of all children, adolescents and interlocutors trained on the issue.
Organizations of children and adolescents set up and strengthened.	Number of organizations of children and adolescents set up and strengthened.	60% of organizations of children and adolescents set up and strengthened.	100% of organizations of children and adolescents set up and strengthened.
Spaces and intergovernmental partnerships and strategic agreements established for the eradication of violence in the region.	Intergovernmental coordination spaces with Mercosur countries.	100% of intergovernmental coordination spaces with Mercosur countries.	100% of intergovernmental coordination spaces with Mercosur countries.
	Number of cooperation and coordination agreements with international and regional bodies.	50% of cooperation and coordination agreements with international and regional bodies.	100% of cooperation and coordination agreements with international and regional bodies.

## 5 ROADMAP FOR THE PRIORITIES OF THE PARAGUAYAN STATE TO 2021

This roadmap developed, by Paraguayan government, proposes the following steps:

I. FORMULATION PHASE	
<b>STEP 1</b>	The SNNA, UNICEF and the Canadian Fund sign an agreement to work toward the eradication of violence against children and to outline the steps for implementation of target 16.2+ on the protection of children and adolescents against violence of the 2030 agenda for the Sustainable Development Goals (SDGs) (April 2016); SOS Villages joins in the effort and signs with the SNNA to demonstrate its commitment to and support for the Plan (August 2016).
<b>STEP 2</b>	Establishment of an Executive Technical Team and creation of a working group comprising the institutions that have signed the Cooperation Agreement and the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents (May to August 2016).
<b>STEP 3</b>	Development of the Country Action Plan to combat violence against children and adolescents by the technical team, the working group and the National Commission. (April to July 2016)
<b>STEP 4</b>	Presentation of the Country Action Plan to, and validation of the Plan by, the relevant governmental and non-governmental bodies—the Network of Departmental Councils, and the CODENIs, children and adolescents (August 2016).
II. IMPLEMENTATION PHASE	
<b>STEP 5</b>	Final planning of the Action Plan, together with the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents in Paraguay and the Executive Technical Team (October 2016).
<b>STEP 6</b>	Priority implementation of the first stage of the Country Action Plan (2016-2021).
<b>STEP 7</b>	Monitoring and evaluation of the implementation of the strategic pillars of the Plan. Semiannual monitoring and intermediate evaluation 2018 (March 2017-October 2018).
<b>STEP 8</b>	Presentation of progress reports on the Action Plan by the Paraguayan State (accountability) (October 2018).
<b>STEP 9</b>	Implementation of the second stage of the Country Action Plan (October 2018-October 2021).
<b>STEP 10</b>	Monitoring and evaluation of the implementation of the strategic lines - second stage. Semiannual monitoring and final evaluation 2021. (March 2019-October 2021).
<b>STEP 11</b>	Presentation of the final reports of the Action Plan by the Paraguayan State (accountability) (October 2021).

## 6 NATIONAL STRATEGY FOR THE PREVENTION OF VIOLENCE IN THE COUNTRY AND THE REGION - COUNTRY ACTION PLAN

Given the alarming number of cases involving violence against children and adolescents in the Paraguay, this Country Action Plan has been drawn up in an attempt to eradicate violence against children and adolescents.

### FRAMEWORK FOR ACTION

The Framework for Action of the Plan<sup>22</sup> consists of issues relating to the protection and promotion of the rights of children and adolescents in a comprehensive, orchestrated and coordinated manner. The Plan seeks to contribute to the eradication of all forms of violence in Paraguay, with a strategic and operational vision, while focusing on actions according to:

- Action strategies of the SNNA.
- The recommendations of the Committee for the Rights of Children & Adolescents, on the issues of Protection and Violence in Paraguay.
- The 20 Commitments signed by the President of the Republic for compliance with the Rights of Children & Adolescents in Paraguay, specifically those concerning protection and prevention of violence.
- Implementation of the recommendations of the Study on Violence against Children & Adolescents (UNVAC).
- The Action Plan of the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay.

#### 22 Reference Framework for the formulation of the Country Action Plan:

- **The human rights reference framework:** Considering that the protection of children from violence is an ethical and human rights imperative, States are recommended to ratify universal human rights treaties and to withdraw reservations in that regard.
- **The institutionalization of a follow-up and implementation process of the recommendations of the Study:** Aware that overcoming of all forms of violence against children requires sustained efforts over time and the concurrence of many different actors, it is necessary to institutionalize appropriate and articulated spaces and processes to follow-up and implement the recommendations of the UNVAC Study on Violence in order to make progress entailing sustainable changes.
- **Formulation of a broad-based national strategy to prevent and respond to all forms of violence against children:** It is advisable to integrate the recommendations of the UNVAC Study on Violence into public policymaking instruments, addressing children both generally and specifically, namely, the lines of action of the SNNA, UNICEF and the Christian Children's Fund of Canada, the National Policy for Children & Adolescents (POLNA 2014-2023), the recommendations of the Committee on the Rights of the Child on the issue of Protection and Violence in Paraguay, the 20 Commitments signed by the President of the Republic for compliance with the Rights of Children & Adolescents in Paraguay, the implementation of the recommendations of the Study on Violence against Children & Adolescents (UNVAC), the National Plan of Integral Early Childhood Care in relation to Protection, the Action Plan of the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay.
- **Promotion and support for the participation of children and adolescents:** It is of paramount importance to promote the participation of children and adolescents in the follow-up of the Study leveraging their ideas and experiences, and mobilizing and empowering them to act in their own communities, also as a mechanism to protect themselves. Therefore it is advisable to propose a dissemination strategy, with the participation of children themselves in its conception and design, and using child-friendly materials that recognize diversity for this purpose.
- **Partnerships of actors to achieve greater impact:** Initiatives such as that of the Global Partnership to End Violence Against Children provides a platform for all partners to work together to achieve the political will to eradicate violence against children at the global level.

## IMPLEMENTATION

In accordance with the decisions of the government of Paraguay, the Country Action Plan will be implemented by the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents. This commission will be made up of representatives of State institutions, international agencies and civil society organizations. This commission will have autonomy in implementing the Plan's initiatives.

National Commission on the Prevention and Integral Care of Violence against Children & Adolescents in Paraguay.<sup>23</sup> This commission was an initiative created by the National Secretariat for Children & Adolescents. The creation of this commission is a major achievement for the country because it began several years ago as a task force in charge of preventing violence. It gradually gained momentum and evolved into an interagency commission comprising institutional, governmental and non-governmental interlocutors. This Commission was formalized on May 16, 2013 by Presidential Decree No. 11056.<sup>24</sup>

## OUTCOMES OF THE COUNTRY ACTION PLAN 2017-2021

### OUTCOMES / OUTPUTS

- 1 A number of policies, programs and plans formulated and implemented in 4 years.
- 2 A decrease in domestic violence.
- 3 Schools, hospitals and institutions trained and strengthened on the right to good treatment and positive upbringing, targeting children, adolescents, families, educational community, community workers and civil servants working in areas affecting children and adolescents.
- 4 Increased use of the network of interagency intervention in response to situations of rights violations by teachers, health professionals and social protection professionals .
- 5 Consolidation of governmental bodies responsible for the eradication of violence.
- 6 Coordinated management among public institutions, civil society organizations, organizations of children and adolescents and the private sector.
- 7 Transparent and efficient administration of public resources officially installed in a space with children and adolescents and society in general in relation to the theme of eradicating violence.
- 8 Systematic strengthening and support to organizations and networks promoting the rights and protection of children and adolescents.
- 9 Joint initiatives with regional and international bodies to eradicate violence.

23 Internet consultation: Link: [www.buscoley.com/pdfs/d\\_11056\\_2013.pdf](http://www.buscoley.com/pdfs/d_11056_2013.pdf). Date: May 2, 2016.

24 The first initiatives of the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay took place at the "First Subregional Meeting for Follow-up to the United Nations Study on Violence against Children & Adolescents" where the Children's Commissioner and Rapporteur of the Inter-American Commission on Human Rights and the Independent Expert of the Secretary-General of the United Nations for the Study on Violence against Children stressed the need to allocate resources to the protection of children and adolescents and the United Nations Special Representative on Violence against Children recommended the strengthening of the institutional link with States, United Nations agencies, international and regional organizations, civil society organizations and cooperating agencies, with the participation of children, and adolescents and the media in order to implement the recommendations of the United Nations Study on Violence against Children. The aforementioned study provides a series of recommendations as decisive reference to intensify and monitor advances in the prevention of violence and the response to it, based on international human rights instruments, a strategic, structural and sustained vision of the implementation of the recommendations.

## OVERALL OBJECTIVE OF THE PLAN

Orchestration of the different regional and international bodies to provide an effective response to the eradication of violence against children and adolescents in the country.

## SPECIFIC OBJECTIVES

- Ensure effective implementation of programs and actions for the care of children and adolescents whose rights have been violated.
- Strengthen the National System of Promotion and Integral Protection of the Rights of Children & Adolescents, encouraging departmental and municipal governments, including judicial as well as administrative bodies, to commit to the eradication of violence against children and adolescents in all its forms.
- Promote and generate coordinated and orchestrated work of the public institutions ensuring the rights of children and adolescents, partnered with the private sector, international and civil society organizations, to fight together for the eradication of violence against children.
- Promote and establish methods of accountability for the three branches of government in their different areas of competence; as well as in municipal, departmental and national governments.
- Strengthen and promote active and organized participation of children and adolescents in social and political processes to influence decision-making affecting their welfare.
- Promote coordination spaces with regional and international bodies to create joint efforts to eradicate violence against children and adolescents.

## COUNTRY ACTION PLAN 2017-2021

OUTCOME/OUTPUT	ACTIONS
<p>1. System for the generation and management of consolidated and integrated data on children and adolescents to formulate public policies aimed at prevention and protection.</p>	<p>Promote the generation and dissemination of information and investigations on violence at the home, family, institutional and community levels.</p> <p><b>Responsible: SNNA and other State institutions and NGOs.</b></p> <hr/> <p>Promote the generation and financing of mechanisms to produce a system to generate data, and analyze and disseminate information on violence against children and adolescents to each of the government agencies involved in the response for their improvement and the formulation of public policies aimed at prevention and protection.</p> <p><b>Responsible: SNNA and other State institutions, civil society organizations and NGOs.</b></p> <hr/> <p>Creation of the Observatory on violence against children and adolescents.</p> <p><b>Responsible: SNNA.</b></p>
<p>1. Policies, programs and plans formulated and implemented in 4 years.</p>	<p>Establish partnerships with universities to develop research on the issue of violence against children and adolescents and to develop indicators at the national level for data gathering in censuses and household surveys.</p> <p><b>Responsible: SNNA, with support of the DGEEC. Each of the institutions involved the response.</b></p> <hr/> <p>Promote the implementation of the methodology of "Protection Stoplight of the Rights of Children &amp; Adolescents" in communities, educational spaces and families.</p> <p><b>Responsible: SNNA with support of the MEC, MM, MSPBS, Municipality, Departmental Governments.</b></p> <hr/> <p>Strengthen interagency coordination among government sectors that have referral centers or services linked to care for victims of violence.</p> <p><b>Responsible: SNNA and National Commission for the Prevention of Violence against Children &amp; Adolescents.</b></p> <hr/> <p>Expand and strengthen Case Referral Centers of the SNNA equipped with human resources, adequate technology and budgets in all the departments of Paraguay.</p> <p><b>Responsible: SNNA.</b></p>

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Train staff of the Case Referral Center on comprehensive care for children and adolescents victims of sexual violence, with focus on rights, gender equality and multiculturalism, and in the circuit of interagency intervention or critical path, emphasize the right of victims to access urgent and timely prophylaxis of STIs, HIV and pregnancy prevention and the role of staff in ensuring the exercise of this right.

**Responsible: SNNA with support from MSPBS.**

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Ensure the provision of care at the Case Referral Centers, in both official languages and in the languages spoken by indigenous people in each department and in sign language.

**Responsible: SNNA with support of Senadis.**

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Strengthen the technical teams of the Special Protection Directorate (DIPROE), CODENIs, Ombudsman's Office and Courts for Children & Adolescents, for timely relocation of victims to safe spaces, ensuring the maintenance of their ties, including identification of foster families.

**Responsible: SNNA.**

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Strengthen the Foster Families Program and transfer supporting funds to foster families.

**Responsible: SNNA.**

2. Households and families reduce the rate of family violence.

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Provide adequate qualified staff and technological equipment for provision of effective and comprehensive care.

**Responsible: SNNA.**

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Use of two official languages, at least in the provision of services.

**Responsible: SNNA.**

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Ongoing training of staff on issues concerning children and adolescents, comprehensive care for victims of sexual violence, with a focus on rights, gender equality and multiculturalism, and the use of technologies and IT tools.

**Responsible: SNNA.**

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Develop guidance materials for staff of the Helpline (Fono Ayuda) service in at least the two official languages, containing key information for detection and treatment of victims of violence, with a focus on rights, gender equality and multiculturalism.

**Responsible: SNNA.**

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Develop Strategies for Integral Care and Redress of Damages to Ensure the Rights of Children & Adolescents in Situations of Sexual Abuse.

**Responsible: MSPBS with support from the SNNA, Public Prosecutor's Office.**

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Strengthen the legal framework and case investigation and treatment of victims of online harassment.

**Responsible: Public Prosecutor's Office, the National Congress, with support of the SNNA.**

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Provide education programs for children, adolescents, youth, parents and caregivers, educators and the general public on the protection and prevention of harassment and violence through social networks.

**Responsible: MEC with support of the SNNA.**

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1. Schools, hospitals and institutions trained and strengthened on the right to good treatment and positive upbringing, targeting children, adolescents, families, educational community, community workers and civil servants working in areas affecting children and adolescents.

Promote and support the formulation of plans, programs and projects of direct assistance in the framework of the National Policy for Children & Adolescents (POLNA) and National Action Plan.

**Responsible: SNNA.**

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Provide training on the issue of violence to the members of the SNPPI.

**Responsible: SNNA.**

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Create spaces for caregivers to socialize experiences and receive specialized attention from specialized psychologists.

**Responsible: SNNA.**

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Create spaces for reflection, exchange and training for all bodies that are part of the Commission against Violence.

**Responsible: SNNA.**

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Establish strategic partnerships of cooperating agencies with national and international presence and with relevant social actors.

**Responsible: SNNA.**

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Formulate bills, regulations and resolutions concerning the protection of children and adolescents from sexual violence and their comprehensive care.

**Responsible: National Congress with support of the SNNA.**

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Establish working groups for follow-up of legislative initiatives on violence and the implementation of the regulatory instruments created.

**Responsible: SNNA**

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Formulate bills/draft regulations to ensure the funding of programs for the prevention of sexual violence and the integral care of children and adolescents in each public institution that is part of the National Protection System.

**Responsible: Each of the public institutions of the National Protection System.**

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Train more than 800 Departmental Technical Field Guides of the SAS on the implementation of the Guidelines against violence.

**Responsible: SAS with support of the SNNA.**

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Initiate a campaign to eradicate violence in the Social Solidarity Territories (urban settlements), in coordination with the Tekoha Program (Community Spaces support to women and children) and Tenonderá (income-generation to families who are beneficiaries of the Tekoporá program).

**Responsible: SAS, MAG, STP with support of the SNNA.**

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Create spaces for reflection and exchange between the network of secretariats, departmental secretariats, and the network of CODENIs of the country (now in process of formalization) and the National Commission to Combat Violence against Children & Adolescents.

**Responsible: SNNA.**

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2. Teachers, health professionals and professionals of social protection sectors using the circuit of (interagency) intervention in response to situations of rights violations with the community.

Develop training spaces on the prevention and provision of care in cases of violence against children and adolescents and pregnancy prevention in girls and adolescents aimed at families, human resources in the areas of education, health, police protection, justice and other sectors involved in the National Protection System.

**Responsible: MEC with support of the MSPBS, SNNA**

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Promote spaces of education on the right to good treatment and positive upbringing, targeting children, adolescents, families, educational community, community workers and civil servants working in connection with children and adolescents.

**Responsible: MEC with support of the MSPBS, SNNA**

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Implement a Pilot Plan in Community 1, with the project: "A violence-free community".

**Responsible: SNNA with support of the MEC, MM, MSPBS, Municipality, Departmental Governments.**

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3. A National Network of Departmental Secretariats for Children & Adolescents raising awareness, and disseminating and practices for the prevention of violence against children and adolescents.

Strengthen human talent in the education sector for the implementation of the Integral Sexual Education (EIS) at all levels and modalities.

**Responsible: MEC**

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4. Departmental and Municipal Councils include the issue of violence against children and adolescents in their plans, programs and projects and raise awareness, disseminate and share the different practices implemented to prevent violence against children and adolescents.

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Strengthen and expand user-friendly adolescent care in public health services of the country for prevention, timely detection and treatment of victims of sexual violence, pregnant girls and adolescents and mothers.

**Responsible: MSPBS with support of MEC and SNNA**

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Socialize and provide training on the protocol of care for victims of sexual violence of the MSPBS to the various sectors involved in the provision of direct care, including operators and judicial agents.

**Responsible: MSPBS with support of MEC and SNNA**

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Harmonize and strengthen protocols for all relevant State players for the detection, care and timely rehabilitation of children, adolescents, victims of sexual violence (harmonization in a single interagency critical path or circuit of intervention, definition of roles, responsibilities, and maximum response time) and training in their implementation.

**Responsible: SNNA with support of the MEC, MM, MSPBS**

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Socialize the circuit of (interagency) intervention in response to situations of rights violations with the community (children, adolescents, parents, guardians and adults).

**Responsible: MEC with support of the MSPBS, SNNA**

5. Codenis:

Trained on the issue of violence and reporting cases to raise awareness, and disseminating and sharing the different practices implemented to prevent violence against children and adolescents.

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Train human resources of all institutions of the National Protection System (Health, Education, Public Prosecutor's Office, Ministry of Public Defense, Courts for Children & Adolescents, National Police, Codenis, etc.) for comprehensive care of children and adolescent victims of sexual violence.

**Responsible: SNNA with support of the other institutions of the National Protection System, Departmental Governments and Municipalities involved.**

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Strengthen the human talent of the health sector on the provision of user-friendly care to children and adolescents throughout the country.

**Responsible: MSPBS.**

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Implement actions to ensure the exercise of rights of girls and adolescents who are pregnant or mothers, such as continuation or return to the education system, nutrition, protection from violence and all forms of abuse or exploitation (criadazgo, hazardous work) with allocation of national, departmental and municipal budgets.

**Responsible: SNNA with support of the other institutions of the National Protection System, Departmental Governments and Municipalities involved.**

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Strengthen of the institutions that contribute to the eradication of sexual exploitation, developing strategies in the framework of the Protection Doctrine.

**Responsible: SNNA with support of the other institutions of the National Protection System, Departmental Governments and Municipalities involved.**

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Train children and adolescents, families, personnel of institutions within the National Protection System, civil society organizations, faith-based organizations, opinion leaders (journalists and communicators), private sector on the prevention and identification of school bullying, cyberbullying and violence.

**Responsible: SNNA with support from MEC, Departmental Governments and Municipalities involved.**

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Provide technical assistance and support to the Departmental and Municipal Councils for Children & Adolescents and the Municipal Councils for the Rights of Children & Adolescents (Codeni).

**Responsible: SNNA**

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Interact with departmental and municipal governments, judicial and administrative bodies that are part of the SNPPI and establish an agenda to eradicate violence against children and adolescents.

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Promote coordination at the departmental district level of the actions of the institutions that are part of the National Protection System. (Departmental Governments, Municipalities, health regions, etc.).

**Responsible: SNNA**

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Encourage all local governments to allocate at least 3% of the annual budget to combating violence against children and adolescents.

**Responsible: SNNA**

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Formulate, validate and print educational materials for the Integral Sexual Education to include the prevention of violence.

**Responsible: MEC with support of the MSPyBS, SNNA**

1. Coordinated management between public institutions, civil society organizations, organizations of children and adolescents and the private sector.

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Create partnerships with key players such as local governments, civil society organizations, private sector, religious institutions, opinion formers (journalists and communicators) to join efforts to eradicate violence against children and adolescents.

**Responsible: SNNA with the support of religious institutions, Municipalities, Departmental Governments, businesses, MCS.**

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Promote the generation and dissemination of information and investigations on violence.

**Responsible: SNNA**

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2. Transparent and efficient administration of public resources officially installed in a space with children and adolescents and society in general in relation to the theme of eradicating violence.

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Develop, with active participation on equal standing of children and adolescents, and implement the Communication Campaign for the promotion and full recognition of their rights.

**Responsible: SNNA with support of the other institutions of the National Protection System.**

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Develop, with active participation on equal standing of children and adolescents, the Communications Campaign to raise awareness on the prevention of sexual violence against children and adolescents, with key messages on the distortion of the relationship between children and adolescents and adults.

**Responsible: SNNA with support of the other institutions of the National Protection System.**

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Disseminate information on the consequences sexual abuse, including pregnancy in girls and adolescents, sexually transmitted infections and their negative impact on the development of the potential of children and adolescents.

**Responsible: SNNA with support of the other institutions of the National Protection System.**

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Promote implementation of the Integral Sexual Education Program (EIS) through the MEC in coordination with policies of sexual and reproductive health of the Ministry of Health and other bodies of the National Protection System. (SNPPI).

**Responsible: SNNA with support of the other institutions of the National Protection System.**

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Raise awareness with culturally-relevant communications targeting indigenous peoples, on the denaturation caused by early onset.

**Responsible: SNNA with support of the other institutions of the National Protection System, Departmental Governments and Municipalities involved.**

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Promote the commitment of all sectors, including internet businesses, to identifying, blocking, removing and reporting Internet content with respect to the exploitation and abuse of children.

**Responsible: SNNA**

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Establish associations and partnerships with combined savings and credit associations of Paraguay (Cooperatives, Federations and Confederations of Cooperatives), to jointly develop strategies to combat violence against children and adolescents.

**Responsible: SNNA with the support of Incoop**

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Provide training in the framework of the Accountability of authorities to children and adolescents, with participatory methodologies, developed by the SNNA.

**Responsible: SNNA**

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Promote Accountability Reports at national, department and district levels.

**Responsible: SNNA, Departmental Governments and Municipalities.**

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Promote the creation and support of local and national child and youth networks by the Directorate of Active Participation of the SNNA, and the Network of Departmental Council Members and CODENIs.

**Responsible: SNNA**

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1. Systematic strengthening and support to organizations and networks of children and adolescents.

Create mechanisms for effective participation of groups and organizations of children and adolescents in the formulation and monitoring of public policies affecting them, as well as in the various spaces (forums, conferences, events, etc.), at the national and international levels, especially those related to the prevention of violence and the protection of children and adolescents.

**Responsible: SNNA**

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Coordinate with the Directorate of Active Participation and the Directorate of Institutional Development of the System to ensure effective participation of children in the various processes.

**Responsible: SNNA**

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1. Strategies developed in coordination with regional and international bodies to eradicate violence.

Promote coordination between the States of Mercosur and third countries on issues agreed or required, in particular on sexual exploitation, trafficking, child pornography, restitution, child labor, migrant workers and their families.

**Responsible: SNNA with support of the MRE.**

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Follow-up on compliance with the commitments made by the Paraguayan State in Niñ@sur. **Responsible: SNNA**

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Create spaces of intergovernmental coordination with countries of Mercosur and other countries.

**Responsible: SNNA with support of the MRE**

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Formulation of progress reports on priority issues to which the Paraguayan State committed to Mercosur.

**Responsible: SNNA with support from the National Commission for the Prevention of Violence against Children & Adolescents.**

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Sign cooperation and coordination agreements with international and regional bodies.

**Responsible: SNNA with support of the MRE.**

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## 7 INTERNATIONAL COMMITMENTS OF THE PARAGUAYAN STATE TO ERADICATE VIOLENCE AGAINST CHILDREN AND ADOLESCENTS

The Paraguayan State has demonstrated a strong commitment at the national and international level, prioritizing the eradication of all forms of violence against children and adolescents. At the last meeting of the Standing Commission for the Niñ@Sur Initiative, Paraguay expressed its desire to end violence against children and adolescents, and pledged to orchestrate actions to implement target 16.2+ on the protection of children against violence and exploitation corresponding to the 2030 agenda for the Sustainable Development Goals (SDGs), which expresses “end abuse, exploitation, trafficking and all forms of violence and torture against children”, the actions of which will be developed in relation to the strengthening of the SNPPI; advocacy and communication; the participation of children and adolescents; accountability; networking and working groups on child protection; and the design and implementation of innovative projects in the field of child protection.

**MEETING OF HIGH AUTHORITIES ON HUMAN RIGHTS OF MERCOSUR (RAADH).** It is important for the National Secretariat for Children & Adolescents to continue advancing Paraguay's compliance with the commitments undertaken at the meeting of the Standing Committee of the Niñ@Sur Initiative, in the framework of the XXVII RAADH meeting<sup>25</sup> held in Asunción, Paraguay in November 2015. Those commitments were:

- Continue rendering accounts to children and adolescents on the 20 Commitments of the President of Paraguay to demonstrate improvement in the number of commitments relating to children and adolescents and the effectiveness of those actions.
- Share the Guidelines for Accountability to Children & Adolescents with the other countries of Mercosur and follow up on them.
- Develop and support actions for the Prevention and Integral Care of Violence.
- Support global campaigns such as, “Children Free of Violence and Exploitation” and the Project “Protection Stoplight of the Rights of Children & Adolescents.”
- Implement the 2015/2030 Sustainable Development Goals approved by the United Nations General Assembly in September 2015 concerning children and adolescents, prioritizing target 16.2+ for the period 2016-2017 on the protection of children against violence and exploitation-- “end abuse, exploitation, trafficking and all forms of violence and torture against children.”

<sup>25</sup> Meeting of the Standing Committee of the Niñ@Sur Initiative. In the framework of the XXVII Meeting of High Authorities on Human Rights of MERCOSUR (RAADH), held in Asunción, Paraguay on 25 November 2015 (MERCOSUR/RAADH/ACTA No. 02/15).

The willingness to work in a coordinated manner, as expressed in the above points, is not limited to the national level, but also includes partnerships with international bodies such as the United Nations headquarters. Advocacy for the protection of children against violence and exploitation spearheaded by the SNNA during the post-2015 process generated very good relations between the SNNA and Paraguay's Mission to the UN and the UN. It also led to the contact between the SNNA and the Global Partnership in September 2015, in which the SNNA demonstrated its commitment to the eradication of violence against children.

The coordination between civil society, international organizations and the State have enabled joint action that will allow Paraguay to meet the commitments made to end violence.

Having fostered a good relationship with other Mercosur member states, according to the last meetings of representatives and commissioners of those countries Paraguay has joined the commitment to combat violence against children, establishing it as an absolute priority.



## 8 DIRECTORATE AND CROSS-SECTORAL COORDINATION FOR THE IMPLEMENTATION

In the last 5 years Paraguay has intensified the fight to eradicate violence against children. Since the ratification of the Convention on the Rights of the Child, Paraguay has implemented policies and actions to prevent and address violence, partnered with civil society organizations and cooperating agencies building the capacities of the institutions responsible for the protection of children and adolescents and providing direct care.

The Paraguayan Government has excelled in the process of responding to the demands of the rights of children and adolescents. Specifically on issues of violence, Paraguay has supported regional and international events, forums, meetings, investigations, publications, implementing programs, etc. This effort has placed the country at the forefront of the fight for the protection and promotion of the rights of children and adolescents.

The Ministry of Foreign Affairs and the SNNA have expressed their interest in the formulation of the Action Plan, through strategic meetings at the national and international level and participation in strategic events. It is important to highlight the country's participation in strategic meetings held in New York, USA; as a result of the various meetings, Paraguay has made the highest commitment to the effort to end violence against children.

Subsequently, the SNNA, UNICEF, CCFC and SOS Villages Paraguay signed an Interagency Cooperation Agreement to coordinate actions in relation to the implementation of target 16.2+ on the protection of children against violence and exploitation corresponding to the 2030 Agenda for Sustainable Development Goals (SDGs).

Next it set up an interagency team, which was responsible for formulating the Country Action Plan, using the country's existing plans as the main source. This team was comprised of the directors and technicians of the SNNA and of other institutions and international cooperation agencies. Most of the inputs, however, were provided by the SNNA.

To finalize the Country Action Plan, the National Commission on the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay reviewed it with the various constituent institutions and organizations for review, correction and presentation to the different bodies.

Finally, the Plan was remitted to various governmental and non-governmental bodies.

## 9 ROLE OF GOVERNMENTAL AND NONGOVERNMENTAL ACTORS IN THE IMPLEMENTATION OF THE COUNTRY ACTION PLAN

**NATIONAL COMMISSION:** the National Commission on Prevention and Integral Care of Violence against Children & Adolescents in Paraguay will lead the effort to implement the Action Plan and support the provision of care to children and adolescents. In addition, the commission will be in charge of the coordination among other organizations and institutions involved in the Action Plan.

It is important to note that the State institutions ensuring these rights—Judiciary, Legislature and Executive Branch—have their own Charter, in which their specific roles and functions are outlined. In addition, most institutions have their specific rules of procedure, and others have specific resolutions describing their more limited roles.

**SNNA:** As the governing body of Public Policy, the SNNA will oversee the implementation of the Plan through the various Directorates involved, as well as prepare and supervise the development of events, associations, alliances, signing of agreements and conventions, both nationally and internationally. Moreover, the SNNA will have the role of coordinating the other institutions of the State so as to ensure fulfillment of the commitments made at local and international levels, both centrally and within individual departments and municipalities.

**NON-GOVERNMENTAL ORGANIZATIONS (UNICEF, CCFC):** The role of NGOs, cooperation agencies and other CSOs will be to support the implementation of the Roadmap and the Action Plan; as well as provide financial, human and technical resources, where necessary, in order to expand the scale of the interventions proposed. Many of these organizations are also members of the National Commission on Prevention and Integral Care of Violence against Children & Adolescents in Paraguay; therefore, its members work both within the commission and on the implementation of the Action Plan.

## 10 ROLE OF CHILDREN AND ADOLESCENTS

From the start, children have played a major role in this process. The input of children from all over Paraguay was used for the formulation of the POLNA of the Strategic Plan of the SNNA. Children's opinions expressed in various inputs, including meetings and consultations, were considered in defining concrete lines of action, activities and goals for each program, etc. These inputs have contributed to a comprehensive diagnosis. In addition, the contributions of children also helped develop the Early Childhood Plan and the Strategic Plan of the National Commission to Combat Violence. The voice of children and adolescents is reflected throughout the Plan.

Furthermore, as of 2006, the SNNA has been systematically organizing events, forums, conferences, etc. with networks, groups and organizations of children and adolescents in Paraguay, to discuss the issue of violence against children and adolescents in Paraguay.

Children and adolescents will also play a lead role in the implementation of the Action Plan, participating in the provision of care, awareness raising and the promotion of initiatives.

In addition, children and adolescents will learn about the Plan, and serve to disseminate that information more effectively and efficiently within their communities and among their peers.

It is important to underscore that children comprise the Departmental and Municipal Councils for Children & Adolescents, under the National System for the Promotion and Integral Protection of Children & Adolescents. Based on these bodies, support will also be given to the local and national actions envisaged in the Plan.

Another very important role children will have to play is that of comptrollers, given that it is to them that the Accountability Reports will be presented detailing the results of the implementation of the Action Plan.

### APPRAISALS OF CHILDREN & ADOLESCENTS ON THE ACTION PLAN 2016-2021

In order to receive the appraisals and inputs of children and adolescents on the 2017-2021 Country Action Plan, the Directorate of Active Participation of the SNNA, with the support of the Departmental Secretariats for Children & Adolescents and the Directorate to Building System of the SNNA, organized departmental forums with representatives of groups and organizations of children and adolescents, to socialize the Action Plan 2017-2021. At the direction of the SNAA through the Directorate of Active Participation, 4 of the 17 departments of Paraguay were selected to socialize the Plan through Departmental Forums to be held to strengthen the active participation of children and adolescents. The meetings were held in Concepción (on July 27, with 99 children), Amambay (July 28, with 191 children), Canindeyú (August 4, with 91 children) and Central Department (August 6, with 25 children, members of the Departmental Children's Committee of the Central Department).

After the presentation of the Plan's lines of action, the following questions were answered working in groups: What do you think about the Government Action Plan to eradicate violence against children and adolescents Paraguay? What contributions would you like to make to the Action Plan?

The feedback included:

- Lack of awareness of most children and adolescents on the existence of the Helpline (Fono Ayuda) in the country; they requested that the system be promoted and disseminated, mainly in rural areas. They also committed to sharing it independently.
- Children and adolescents considered the Action Plan to be sound and necessary, and to meets their needs.
- Children and adolescents would like this Plan to be fully implemented and to be apprised of progress in its implementation.
- They pledged to disseminate the Plan among their friends and family.
- They identified the various types of violence and commented on the severity of the violence, stressing that there is violence everywhere in urban and rural areas, and urging that the Plan receive the highest priority.
- They would like the Plan to include schools providing sexual and reproductive education, information on drugs, sexual and domestic violence and to include training on the issue of violence in forums, schools, churches, etc.
- They requested that in addition to Codenis, health centers, schools, churches, etc., be included in the implementation, because of the prevalence of violence, pregnancies among girls who are unable to continue or return to school, criaditas (girls doing domestic work in households in exchange for lodging and studies) and domestic violence.
- That accountability be clear and include children in the advances achieved so that they may share them with their community.

- They believe the Plan will help overcome the reluctance to report widespread violence by providing important guidance on how to report violence.
- They suggest that children play more of a lead role in the Plan. They believe the family must also participate in the Plan's implementation, because it is very painful for the family when there is violence.
- The language of the Plan should be more child-friendly; it has too many acronyms and some parts are difficult to understand.
- The Plan should give priority to remote populations with little access to services.
- Children and adolescents would like the Plan to include the possibility of an entity to meet the needs of children with disabilities in every department, to provide care and opportunities for them.
- They would like more workshops to educate parents on positive parenting, without maltreatment.
- They would like the Plan to give more support and information on violence, especially at the grassroots level.
- They are reassured by the Plan's objective of eliminating all forms of violence and by the fact that the Plan has the support of the SNNA.
- They believe the campaigns must be organized to reach the municipalities and communities.

## 11 INVESTMENT FOR THE ERADICATION OF VIOLENCE

For the 2016 fiscal year, the approximate budget of the Paraguayan State for the provision of care to children and adolescents whose rights have been violated was USD 9,166,000. With this amount, care can be provided to approximately 4% of all children and adolescents in situations of violence or whose rights have been violated (the approximate number of vulnerable children is 400,000), through its flagship programs: Abrazo, Painac, helpline (Fono Ayuda) 147 & Adoption Center.<sup>26</sup>

Therefore, the current budget (under execution) for the direct care of children and adolescents is 12,000 USD (twelve thousand US dollars). With additional support from NGOs and cooperation agencies, only 5% of the annual funding for care is available.

The estimated budget of the Paraguayan State for the next 5 years is: USD 45,830,000 (Forty-five million, eight hundred thirty thousand dollars).

This Plan will be implemented with the amount available annually in State institutions; however, to achieve results, the financing deficit of the Action Plan for the next 5 years is estimated 50,000,000 USD (fifty million US dollars).

## 12 MEASUREMENT OF ADVANCES

The State has a system to measure progress and setbacks in relation to its goals for securing the rights of children and adolescents, and some institutions have data and indicators on the advances in terms of the direct care provided to children whose rights have been violated. The advances of the Plan will be measured and monitored in relation to the goals, outputs and actions included therein. The measurement will be the responsibility of the Technical Unit to be established to promote and follow-up on the implementation. This Technical Unit will report to the National Commission on the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay.

The availability of reliable and accurate data on the impact, consequences and actions concerning violence against children and adolescents in the country is fundamental for policymaking, allocation of resources, implementation of programs and measurement of the advances in the five strategic themes addressed by this Action Plan.

Because of the necessity of streamlining data collection on violence against children and adolescents, it is crucial to develop indicators at the national level that are based on international standards, ensuring that data is complete, analyzed and disseminated to measure the advances of the policies seeking to prevent and protect against violence.

This very relevant theme will be emphasized in all stages of the Plan given the necessity of producing reliable data and information that can be used, as necessary, to make changes or modify the roadmap. Monitoring and follow-up initiatives are vital for addressing, correcting and improving the actions of the Plan in order to attain the results desired of the Plan.

## INSTITUTIONS AND INTERLOCUTORS RELATED TO THE FORMULATION PROCESS OF THE ROADMAP AND COUNTRY ACTION PLAN

This document is the result of a series of workshops and meetings held in April, May and June 2016. Below the principal team members involved in drafting the document:

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### INTERAGENCY MEETINGS WITH HIGH AUTHORITIES AND BODIES FOR PRESENTATION OF THE GLOBAL PARTNERSHIP AND APPLICATION FOR PIONEER COUNTRY

- Minister of Foreign Affairs
- Minister of Education & Culture
- Minister of Public Health & Social Welfare
- Minister of Social Affairs
- Network of Civil Society Organizations for Early Childhood

### INTERAGENCY MEETINGS WITH BODIES FOR PRESENTATION OF THE ROADMAP AND COUNTRY ACTION PLAN

- National Commission for the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay
- National Council for Children & Adolescents
- PAHO
- Front for Children & Adolescents



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Presentation and validation of the Plan to the Network of Departmental Secretariats for Children & Adolescents of Paraguay (date: July 22, 2016)

Presentation and validation of the Plan to the Network of Municipal Councils for the Rights of Children & Adolescents of Paraguay (date: July 29, 2016)

Validation with the National Commission for the Prevention and Integral Care of Violence against Children & Adolescents of Paraguay (date: July 28 and August 11, 2016)

Validation by children and adolescents of Paraguay, in the Departmental Forums (dates: July 27 and 28 and August 4 and 6, 2016)

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## GLOSSARY

<b>BECA</b>	Educational and Community Support Base
<b>CA</b>	Children & Adolescents
<b>CAMSAT</b>	Center of Mutual Health Assistance for All
<b>CCFC</b>	Christian Children’s Fund of Canada
<b>CETI</b>	Technical Coordination for the Eradication of Child Labor – National Constitution
<b>CNNA</b>	National Council for Children & Adolescents
<b>CODENI</b>	Municipal Councils for Children’s Rights
<b>COMUEDA</b>	Municipal Council for Emergencies and Disasters of Asunción
<b>CONAETI</b>	National Commission for the Eradication of Child Labor
<b>CRC</b>	Convention on the Rights of the Child
<b>CSOs</b>	Civil Society Organizations
<b>DGEEC</b>	General Directorate of Statistics, Surveys and Censuses
<b>DIPROE</b>	Directorate of Special Protection
<b>DIRSINA</b>	Directorate of Integral Healthcare for Children & Adolescents
<b>DIT</b>	Early Child Development Program
<b>DPP</b>	Directorate of Active Participation
<b>UNVAC</b>	United Nations Study on Violence Against Children
<b>EEB</b>	Primary School Education
<b>EPH</b>	Permanent Household Survey
<b>HR</b>	Human rights
<b>IACI</b>	Inter-American Children’s Institute
<b>IFIs</b>	Development Cooperation and the International Financial Institutions
<b>ILO</b>	International Labour Organization
<b>INECIP</b>	Institute for Comparative Studies in Criminal and Social Sciences

<b>MAIDIT</b>	Integral Care Model for Early Child Development
<b>MDGs</b>	Millennium Development Goals
<b>MEC</b>	Ministry of Education & Culture
<b>MJT</b>	Ministry of Justice & Labor
<b>MMI-LAC</b>	Global Movement for Children of Latin America and the Caribbean
<b>MRE</b>	Ministry of Foreign Affairs
<b>MSPyBS</b>	Ministry of Public Health & Social Welfare
<b>MTESS</b>	Ministry of Labor, Employment & Social Security
<b>PHC</b>	Primary Health Care
<b>POLNA</b>	National Policy on Children & Adolescents
<b>Post2015</b>	Development process of the 2015-2030 agenda
<b>REDLAMyC</b>	Latin American and Caribbean Network for the defense of the rights of children and adolescents
<b>SDGs</b>	Sustainable Development Goals
<b>SEN</b>	National Emergency Secretariat
<b>SENADIS</b>	National Secretariat for the Rights of People with Disabilities
<b>SENATICs</b>	National Secretariat of Information and Communication Technologies
<b>SNNA</b>	National Secretariat for Children & Adolescents
<b>SNPPI</b>	National System of Promotion and Integral Protection
<b>SNPPINA</b>	National System of Promotion and Integral Protection of Children & Adolescents
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNVAC</b>	UN Study on Violence against Children
<b>USF</b>	Family Health Units

## ANNEX 1

### LEGAL-REGULATORY FRAMEWORK ON THE RIGHTS OF CHILDREN AND ADOLESCENTS IN PARAGUAY

The 1992 Constitution recognizes the rights of children and adolescents (Art. 54), establishing them as a priority with the same constitutional rights and guarantees as other individuals. It also expressly provides for the protection of adolescent labor (Art. 90), deprivation of freedom separating adolescents and adults (Art. 21), compulsory paternal and maternal assistance (art 53), protection against harmful advertising (Art. 27) and against violence (Art. 60). All International Human Rights Standards apply to children and adolescents, while the International Convention on the Rights of the Child (ICRC) is the most important instrument containing the entirety of their specific rights and establishing the commitments that States need to fulfill. Paraguay ratified the Constitution with Law 57/90.

The most important national legislation is the Code for Children & Adolescents (CNA) Law 1680/01, and its complementary laws, such as the Adoption Law, Law 1136/97 and Law 2169/03 establishing the legal age.

There are also other regulations and resolutions protecting the rights of children and adolescents.

### INTERNATIONAL CONVENTIONS AND AGREEMENTS APPROVED AND RATIFIED BY THE PARAGUAYAN STATE

- "International Convention on the Rights of the Child", adopted by the United Nations General Assembly on 20 November 1989 and ratified by the Republic of Paraguay by Law No. 57/1990 of September 20, 1990.
- "Optional Protocol to the International Convention on the Rights of the Child, Child Prostitution and Child Pornography" adopted by the United Nations General Assembly on May 25, 2000 and ratified by the Republic of Paraguay by Law No. 2134/2003 of July 22, 2003. "Optional Protocol to the International Convention on the Rights of the Child on the Involvement of Children in Armed Conflicts" adopted by the United Nations General Assembly on May 25, 2000 and ratified by the Republic of Paraguay by Law No. 1897/2002 of September 27, 2002. "Hague Convention on Civil Aspects of International Child Abduction", of October 25, 1960, ratified by the Republic of Paraguay by Law No. 983/1996.
- "Inter-American Convention on International Return of Children", ratified by the Republic of Paraguay by Law No. 926/1996.
- "American Convention on Human Rights" or "Pact of San José de Costa Rica", ratified by the Republic of Paraguay by Law No. 1/1989.
- "Convention on the Protection of Children and Cooperation in Respect of Intercountry Adoption", ratified by the Republic of Paraguay by Law No. 900/1996.

- “Inter-American Convention on Support Obligations” ratified by the Republic of Paraguay by Law No. 899/1996.
- “Inter-American Convention on International Traffic in Minors”, ratified by the Republic of Paraguay by Law No. 1062/1997.
- “Convention 78 on the medical examination for fitness for employment of children in non-industrial occupations” ratified by the Republic of Paraguay by Law No. 992/1964.
- “Convention 79 concerning the restriction of night work of children in non-industrial occupations”, ratified by the Republic of Paraguay by Law No. 993/1964.
- “Convention 77 concerning Medical Examination for Fitness for Employment in Industry of Children and Young Persons” ratified by the Republic of Paraguay by Law No. 994/1964.
- “Convention 60 concerning minimum age of admission of children to non-industrial employment” (revised in 1937), ratified by the Republic of Paraguay by Law No. 995/1964.
- “Convention 59 on minimum age of admission of children to industrial employment” (revised in 1937), ratified by the Republic of Paraguay by Law No. 997/1964.
- “Convention 90 concerning the night work of young persons employed in industry” (revised 1948), ratified by the Republic of Paraguay by Law No. 998/1964.
- “Convention 124 concerning the medical examination of young persons in underground work”; “Convention 123 on the minimum age for admission to employment underground in mines”, ratified by the Republic of Paraguay by Law No. 1160/1966.
- Convention No. 182 concerning the prohibition and immediate action for the elimination of the worst forms of child labor and Recommendation 190”, ratified by the Republic of Paraguay by Law No. 1657/2001.

#### **SPECIFIC LAWS FOR CHILDREN & ADOLESCENTS**

- Law No. 1680/2001, “ Code for Children & Adolescents”. Law No. 2169/2003 “Establishing the legal age”; Law No. 1136/1997 “On Adoption”.
- Law No. 3156/2006 “amending Articles 51 and 55 of Law No. 1266/87 “on the Registration of Civil Status”.
- Law No. 4788/2012 against human trafficking.
- Law No. 4698/2012 “Nutritional Security in Early Childhood”.
- Law No. 4633/2012 “Against bullying in public, private or private subsidized educational institutions”.

- Law No. 1600/00 "Against Domestic Violence"
- Law No. 4295/11 "Establishing the special procedure for the treatment of child abuse in the specialized jurisdiction"
- Law No. 2861/2006 "Suppressing trade and commercial or noncommercial dissemination of pornographic material, using the image or other representation of minors or the incapacitated"
- Law No. 1980/2002 "On first employment"
- Law No. 2718/2005 "prohibiting the sale, supply and/or distribution of products containing organic solvents to minors"
- Law No. 5419 "Amending Law 1 of the 1992 Reform of the Civil Code for the capacity to marry"
- Law No. 5508/2015 Promotion, Maternity Protection and Support to Breastfeeding.
- Law No. 5407/2015 on Domestic Work.
- Law No. 5415/2015 which creates the Register of the Debtors of Child Support (REDAM).
- Law No. 5538/2015 amending Law No. 2421/2004 on the tax system, which regulates activities related to tobacco and establishes sanitary measures to protect the population.

## INTERNATIONAL HUMAN RIGHTS STANDARDS

- Universal Declaration of Human Rights.
- Declaration of the Rights of the Child, United Nations.
- United Nations Rules for the Protection of Juveniles Deprived of their Liberty.
- United Nations Guidelines for the Prevention of Juvenile Delinquency. "Riyadh Guidelines"
- Universal Declaration of Human Rights.
- Declaration of the Rights of the Child, United Nations.
- Minimum Rules of the United Nations for the Administration of Juvenile Justice – "The Beijing Rules"
- United Nations Guidelines for the Prevention of Juvenile Delinquency. "Riyadh Guidelines"

## DECREES

- Decree No. 4951/2005 "Establishing the work prohibited for adolescents under 18 years of age"
- Decree No. 5196/2010 "Establishing the foster care program of children and adolescents requiring protection and support"
- Decree No. 1595/2009 "Creating an interagency commission responsible for implementing the actions necessary to comply with International Rulings on Human Rights (IHR Court) and the recommendations of the Inter-American Commission on Human Rights (IACHR)"
- Decree No. 4907/2005 "Creating the National Committee for Integral Protection of children living/working on the streets" (CONASICA).
- Decree No. 2645/2004 "Approving the National Plan for the prevention and eradication of child labor and protection of adolescent labor"
- Decree No. 4209/2004 "Approving the National Program to protect children and adolescents from alcohol, tobacco and other psychoactive substances" (Tekove Poti).
- Decree No. 4269/2004 "Approving the National Plan for prevention and eradication of sexual exploitation of children and adolescents"
- Decree No. 3230/2004, dated September 6, 2004, designating the National Secretariat for Children & Adolescents as the central authority for the International Return of Children.
- Decree No. 7126/2011, dated August 18, 2011 "Approving the National Integral Development Plan for Early Childhood 2011-2020, in the framework of implementation and consolidation of public policy for social development 2010-2020, Paraguay para todos"

## RESOLUTIONS OF THE MINISTER-EXECUTIVE SECRETARY OF THE NATIONAL SECRETARIAT FOR CHILDREN & ADOLESCENTS

- Resolution No. 406/2013 "Approving manuals of methodological processes of the street components, the Pedagogical Transitory Center Ñemity providing integral care for children and adolescents living on the street (PAINAC) under the Directorate of Protection and Promotion of Rights of the National Secretariat for Children & Adolescents"
- Resolution No. 283/2013 "Approving the procedures to be used for transfers through the submittal of projects by educational identities and non-profit institutions - budget classifier 842"
- Resolution No. 815/2012 "Amending Chapter IV of the regulations for opening and operation of foster homes for children and adolescents in the Special Protection System"



- Resolution No. 25/2006 "Approving Chapter IV of the regulations for opening and operation of foster homes for children and adolescents in the Special Protection System"
- Decree No. 03/2010 "Approving the national strategy for the prevention and eradication of child labor and protection of adolescent labor in Paraguay": Resolution No. 127/2007 "Operational Program of the Abrazo Program"
- Resolution No. 701/2006 "Approving the formats and designs for the special registration of working adolescents and encouraging their use"
- Resolution No. 01/2014 "Approving the Network of Departmental Secretariats for Children & Adolescents"
- Resolution No. 174/2015 "Declaring of institutional interest for the SNNA, under the Presidency of the Republic, the XII International Congress of the International Telethon Organization (ORITELI) and the Foundation of the Latin American Academy of Child Development and Disability with the slogan Rehabilitation is a Human Right, to be held in our country on November 17-20, 2015"
- Resolution No. 441/2015 "Declaring of institutional interest for the National Secretariat for Children & Adolescents under the Presidency of the Republic, the International Symposium on Mental Health related to the Diagnosis and Treatment of Children and Youth 'Current Alternatives and Challenges' organized by the civil society organization 'Enfoque Niñez', to be held on September 7- 8, 2015
- Resolution No. 451/2015 "Declaring of institutional interest for the Secretariat for Children & Adolescents the Documentary Chicas Nuevas 24 horas produced by Studio Púa Tarará Films and directed by Ms. Mabel Lozano"
- Resolution No. 91/2016 "Updating the procedure and requirements for the registration of NGOs dedicated to the issues of children and adolescents at the National Secretariat for Children & Adolescents under the Presidency of the Republic"

## **RESOLUTIONS ADOPTED BY THE NATIONAL COUNCIL FOR CHILDREN & ADOLESCENTS**

2009

- Resolution No. 1: "Approving and recognizing the establishment of the Interagency Committee for Public Policymaking on the Treatment of Juvenile Offenders"
- Resolution No. 2. "Approving the methodological proposal for Public Policymaking on the Treatment of Juvenile Offenders"
- Resolution No. 3: "Approving the Strategic Planning of the National Secretariat for Children & Adolescents under the Presidency of the Republic"

- Resolution No. 4: "Recognizing the establishment of the Interagency Commission on the Prevention of Violence and Promotion of Citizen Coexistence"
- Resolution No. 5: "Approving the User Manual for transfers to NGOs of the National Secretariat for Children & Adolescents"
- Resolution No. 6: "Approving the amendments to the Rules of Procedure of the National Council for Children & Adolescents"
- Resolution No. 7: "Declaring of educational and cultural interest for the National Council for Children & Adolescents, the First International Seminar on child maltreatment and sexual abuse interlacing experiences for the protection of children and adolescents"
- Resolution No. 8: "Approving the National Policy on Early Childhood Care"

#### 2010

- Resolution No. 1: "Recognizing the establishment of the Interagency Commission on the Prevention of Violence and Promotion of Citizen Coexistence"
- Resolution No. 2: "Approving the National Plans for Promotion and Quality of Life and Health with Equity for Children & Adolescents 2010 -2015, Ministry of Public Health & Social Welfare, presented to the National Council for Children & Adolescents"
- Resolution No. 3: "Approving the National Strategy for the Prevention and Eradication of Child Labor and Protection of Working Adolescents in Paraguay and the Guide for Interagency Coordination of the care for workers under 18 years of age, submitted to the National Council for Children & Adolescents"

#### 2011

- Resolution No. 1: "Approving the National Plan of Integral Development of Early Childhood" jointly developed by the MSPBS, the MEC and the SNNA, and validated by Decree No. 7126/2011 dated August 18, 2011 of the Executive Branch.

#### 2012

- Resolution No. 1: "Approving the National Special Protection Policy for Children & Adolescents separated from their families" - PONAPROE of the Secretariat for Children & Adolescents.

## ANNEX 2

### NATIONAL SYSTEM OF PROTECTION OF CHILDREN & ADOLESCENTS

As the lead entity for the rights of children and adolescents in Paraguay, the National Secretariat for Children & Adolescents<sup>27</sup> has been committed, since its inception, to ensuring that all children and adolescents grow up free of violence and exploitation. Over the years, most of its programs and actions have focused on preventing and combating all forms of violence against children and adolescents.

Since the ratification of the Convention on the Rights of the Child and the promulgation of the Code for Children & Adolescents (Law 1680/01), the Paraguayan State has taken steps to align its institutional structure, legislation and approach to align with international standards on children and adolescents. The Secretariat for Children & Adolescents (hereinafter the SNNA) has set up specific Directorates, such as the Directorate for the Promotion and Protection of the Rights of Children & Adolescents, the Directorate to Build the National System for the Promotion and Integral Protection of the Rights of Children & Adolescents, and the Directorate of Active Participation. The work of these Directorates, in conjunction with the commitment of SNNA authorities, has led to substantial joint efforts between the State (as Guarantor of the Rights of the Child), Civil Society Organizations and Cooperation Agencies. One of the biggest challenges was combating violence against children and adolescents, where much of the progress achieved was due to associations, partnerships and interagency cooperation.

The creation of the National System of Promotion and Integral Protection of Children & Adolescents (SNPPI) resulted from the adoption of the Code for Children & Adolescents. The National System of Promotion and Integral Protection of Children & Adolescents (SNPPI) is responsible for preparing and overseeing the execution of the national policy to ensure the full enjoyment of the human rights of children and adolescents, and to regulate and integrate programs and actions at the national, departmental and municipal levels. The SNPPI is comprised of the National Secretariat for Children & Adolescents (SNNA), the National Council for Children & Adolescents, Departmental and Municipal Councils for Children & Adolescents, and the Municipal Councils for the Rights of Children & Adolescents (CODENIs). The governing body of the SNPPI is the SNNA (with ministerial rank), responsible for fulfilling the policies developed by the System, implementing the plans and programs developed, and facilitating the relationships and coordination among the various departmental and municipal councils that comprise the System.<sup>28</sup> The Code for Children & Adolescents of Paraguay created the SNPPI which is the organizational and operational framework for the implementation of the national policy on children, since the System seeks to structure and systematize the relationship between all stakeholders so as to give effect to the rights of children and adolescents. It is organized as follows:

**National Council for Children & Adolescents.** Its function is to formulate policies for the promotion, care and protection of the rights of children and adolescents; approve and oversee the specific plans and programs developed by the Secretariat; and determine its Rules of Procedure.

**Departmental Council for Children & Adolescents.** The Departmental Council is responsible for approving the plans and programs for the department and supporting the implementation thereof; it is also responsible for supporting the municipalities of the de-

partment in the execution of the respective programs; and it determines its Rules of Procedure.

Municipal Council for Children & Adolescents. Its function is to target most of efforts to the development of direct care programs and integral promotion of the rights of children and adolescents in its municipality, coordinate programs and actions undertaken by public institutions and with private institutions for children and adolescents; propose the annual budget of the programs of the office targeting children and adolescents to the municipality; and issue its Rules of Procedure.

Departmental Secretariat for Children & Adolescents. Dependent on the departmental governments. Although this body is not established in the Code of Children & Adolescents, each Departmental Government has a Departmental Secretariat for Children & Adolescents that, pursuant to Law No. 426/94 "Establishing the Charter of the Departmental Government", administers its respective areas where departmental policies will be promoted under the leadership of the Governor; complies with the policies developed by the System; fosters the creation of the Departmental Council and, through it, facilitates the strengthening of municipal protection bodies, Municipal Councils and CODENIs.

Municipal Councils for the Rights of Children & Adolescents (CODENI) reporting to the Municipalities. This is a non-jurisdictional decentralized model to promote, protect and defend the rights of children and adolescents. The Code of Children & Adolescents approved by Law 1680 clearly establishes the obligation to create the CODENI Directorate in the Municipalities.