

**ACTION PLAN**  
**PARAGUAY**  
Inclusive Data Charter



INSTITUTO NACIONAL DE ESTADÍSTICA PARAGUAY



## Introduction

An important milestone for statistical production occurred in Paraguay in 2020, with the enactment of Law No. 6670, which established the modernization of the National Statistical System (SISEN for its acronym in Spanish) and created the National Statistics Institute (INE for its acronym in Spanish).

This fact represents a step forward without setbacks towards the process of improving the quality and availability of statistical information at the national level, which has been developing even before being constituted as the National Institute of Statistics (INE), through the elaboration of the National Strategy for Statistical Development (NSDS), reaffirming the commitment to achieve a coordinated, integrated and rationalized statistical production.

The NSDS proposes a coordination structure based on thematic and cross-cutting subsystems, on which specific topics will be addressed in order to develop activities that will strengthen each area.

Operating in parallel, these subsystems will be able to guarantee the premise proposed by the Sustainable Development Goals of "leaving no one behind", where the best way to make this premise visible, from a statistical point of view, is directly associated with the disaggregation of data.

The visibility of specific population groups, diversity of conditions or the availability of information at the territorial level is part of the richness of the data and fulfills the aspirations of the NSDS.

Thus, these 17 subsystems are intended to provide a comprehensive approach to Paraguay's statistical production, in addition to covering various current issues through them, the population subsystem addresses key issues, among which the need for migration data stands out.

In this area, the information available at the national level on international migration dates back to 2012, from the latest National Population and Housing Census, which is expected to be updated at the end of 2022, this source is updated every 10 years and constitutes the framework for specific studies on various topics.

It is essential to mention the potential of registries to obtain data that help to make visible the population that moves from its usual place for various reasons.

Therefore, INE proposes this Action Plan, focused on the migrant population, aware of the institutional challenge it represents, given the imperative need to improve the availability of information in this system.



### Current status of migration displacement statistics

According to the Report "Diagnosis of the national capacity for the production of data on international migration<sup>1</sup>" developed in 2019, within the framework of the activities of the Working Group on International Migration of the Statistical Conference of the Americas (ECLAC), Paraguay faces great challenges in the production of information related to the migrant population. In addition, what is available so far lacks a level of coordination that can be highlighted, the integration of administrative records is a new initiative, undertaken by INE whose appropriation by the institutions is insufficient to date.

For this study, a questionnaire was used to collect information on available statistics and the need for data for international migration policy. In addition, brief descriptions of the gaps declared by the institutional representatives and analysis of the data sources, in terms of their mode of data dissemination and communication, were carried out.

In the entities that were interviewed, two common ways of publishing information on migration were found; most of them publish information through aggregated data, while INE has microdata (mainly from census sources). The report also reveals that all entities receive requests from the general public, researchers, and even from their peers.

It is worth mentioning that the main source of data for public policies on migration comes from the censuses, although they correspond to decennial figures, they are key inputs for the group's actions.

In terms of opinions from the technical areas of the entities that require information on migration for their mission activities, the information available is described as isolated and with a lack of synergy among them for data generation.

Finally, integration and homologation for the dissemination of migration data are perceived as "problematic" issues. The academia reinforces the absence of instances of dialogue regarding international migration, although it also recognizes the efforts made by the INE and the General Directorate of Migration (DGM for its acronym in Spanish), each within the framework of their functions.

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<sup>1</sup> <https://repositorio.cepal.org/server/api/core/bitstreams/5511ae6d-dfb3-4262-84a1-2199582d3b6c/content>

### Process of preparing the plan

For the elaboration of the Action Plan, the topic "migration" has been prioritized, taking into consideration the information gaps previously described, since apart from the census results every ten years, it is confusing to think about the migratory balance based on another source of data.

Although there are efforts for the construction of records on migrants, which are evidenced in the legislation of the related entities, and particularly highlighting the two main ones which are the DGM, the governing body in terms of migration regulations in Paraguay, and the INE for its role as coordinator of the National Statistical System (SISEN).

The DGM regulations, Law No. 6948/2022 "On Migration", deals with the following topic of the Registry in article 27 "Registration of Emigrants" and mentions the following:

*"The National Directorate of Migration shall keep a permanent register of persons who emigrate as part of planned emigration programs, so as to enable their further assistance in the countries where they take up residence. The information registered in the database will be of a reserved nature and for statistical use".*

Although the creation of the registry, as well as its statistical use, is stated, the interoperability of these with other databases that are available interinstitutionally is currently a challenge for the country.

On the other hand, INE as the governing body of SISEN, established according to Law No. 6670/20, and endorsed by its regulations approved by Presidential Decree No. 8690/2020, grants INE the role of Application Authority, highlighting its function of "elaborating the technical, methodological and technological guidelines to be applied throughout the SISEN for the generation of Official Statistics", as defined in Article 3.

Under these conditions, the need to coordinate actions and establish spaces for dialogue is imperative.

It is important to point out that the National Statistical Plan 2023-2024<sup>2</sup> contemplates the production of data for the National Migration Plan of the Republic of Paraguay, which foresees the census operation as one of the statistical operations that can respond to the subject, although it is also established that a primary evaluation of the Administrative Records (RRAA for its acronym in Spanish) constitutes a diagnostic tool for the establishment of strengthening activities in each one.

Thus, with the inclusive data initiative, it is expected to be able to work on the necessary instruments for the unification of the way of collecting information in the related institutions, standardization represents a very important step and is expected by users because of what it represents as an input for their mission activities.

In addition, the possibility of incorporating these guidelines to be developed will make it possible to make all groups visible according to their own characteristics, taking into consideration that with the implementation of this plan there will be a guide for the harmonization of definitions on which the standardization of the minimum variables that can make the phenomenon of migration visible and characterize the people.

<sup>2</sup> <https://www.ine.gov.py/Publicaciones/Biblioteca/documento/213/PEN%202023-2024.pdf>



### Tracking scheme

The implementation of the Plan will provide the key instruments for the timely generation of information on the migrant population by reviewing the availability of data in each institution in order to obtain a primary evaluation of the Administrative Records (RRAA). This exercise, to be carried out with all the stakeholders, will make it possible to jointly identify the minimum variables that collaborate in the mainstreaming of the disability issue in the available RRAA and to establish the variable as mandatory in the various instances of the survey.

### Financing

In terms of financing, the current mobilization of SISEN is based on the articulation of the statistical areas of the State Agencies and Entities (OEE for its acronym in Spanish), it is proposed to frame the activities in this area for the implementation of the initiative, selecting key institutions, through their respective technical areas already established.

INE is proposed as the institution that will guide the process, which requires the incorporation of specialized personnel to develop the instruments proposed in collaboration with the institutions involved, for which purpose cooperation will be sought from specialized global bodies that could provide technical and financial support for the initiative.

Since 2021, INE has been part of the Inclusive Data Charter initiative (IDC), which promotes multi-stakeholder dialogue to increase the visibility and awareness of inclusive data. This space for dialogue and accessibility fosters the exchange with cooperation entities specialized in the production of evidence related to the migration phenomenon. In this way, it is expected to take advantage of existing experiences at the global level to strengthen the production of migration data at the national level.

### What is expected with the adherence to the IDC?

The proposed action plan will constitute an important strategy to address the actions required by the SISEN to have timely information that reflects migration issues, and that the statistical production derives in instruments that contribute correctly as a decision-making element.

As a result, it is expected to establish the relevance of information production in the key institutions involved, as well as to identify those sources that could provide disaggregated information, in order to determine Paraguay's real capacity to provide specific information.



Objective 1						
Promote the improvement and timely generation of information on the migrant population.						
Outcome	Specific objectives	Actions	ST	MT	LT	Responsibility
Authorities of key institutions sensitized	Promote the incorporation of migration variables and subsequent disaggregation in SISEN data sources.	Identification of key institutions in the migration issue	X			INE
		Formation of group of key authorities/institutions	X			INE
		Design and execution of sensitization workshops for the main authorities of key institutions on migration issues with the support of international cooperation.	X			INE
Methodologic al guidance document	Elaborate guidelines for the harmonization of definitions to make visible population groups such as migration, disability, gender, indigenous status and others, used in the current registries.	Review of information sources currently available at key institutions*.		X		INE
		Preparation of a guidance document that incorporates guidelines for the harmonization of the definitions used to produce statistical information with a focus on migration in a unified manner and demographic aspects of people.		X		INE
		Proposal of minimum variables to measure the phenomenon of migration and the characterization of people.		X		INE
Records of key institutions evaluated	Identification of Administrative Records with potential source of disaggregation by migratory status	Review of records available at key institutions*.		X		INE
		Application of the primary evaluation survey of administrative records on the records of key institutions related to migration, in order to determine their potential for statistical use.		X		INE - KEY INSTITUTIONS

Guidance document for the generation of statistics	Promote the use of standards that guarantee the confidentiality of information in the statistical production process.	Design and implementation of training workshops on the statistical production process with emphasis on confidentiality of information				
		Socialization of legal and regulatory instruments used in INE to govern the statistical production process (code of ethics, procedure manual, confidentiality commitment letter, etc.).				
		Generation of instruments that guarantee the confidentiality of the information.				
Technical capacity installed to SISEN members	Capacity building for SISEN Statistical Units with a focus on the production of information on migration.	Design of a plan/schedule of continuous training activities on aspects necessary to strengthen the statistics of migration			X	INE
		Manage training sessions for officials of statistical units of key institutions.			X	INE
		Development of training sessions for officials of statistical units of key institutions.			X	INE - KEY INSTITUTIONS



Objective 2:		To promote the mainstreaming of the disability approach in administrative records				
Authorities of key institutions sensitized	Promote the incorporation of disability variables and their subsequent disaggregation in the SISEN data sources	Identify the minimum concepts on the subject of disability that should be considered by the institutions.	X			INE
		Identify key institutions to participate in the construction of the guidance document.				
		Forming a group of key authorities/institutions	X			INE
		Design and execute workshops for socialization and validation of the main concepts proposed with authorities of key institutions in disability issues with the support of international cooperation.	X			INE
Methodologic al guidance document for incorporating the disability approach in the registries	Elaborate guidelines for the harmonization of the definitions that favor the mainstreaming of the disability issue in the current registries.	Identify and review sources of information currently available from key institutions*.		X		INE
		Prepare a proposal for a guiding document that incorporates guidelines for mainstreaming the disability issue, based on the harmonization of the definitions used and allows highlighting the gradual nature of disability.		X		INE
		Develop a proposal of minimum variables that need to be included in the registries to mainstream the disability approach.				



		Socialize the proposed guidance document and proposal of minimum variables developed.				
		Validation of documents generated with key institutions		X		INE

Key institution records evaluated	Identify of Administrative Records with potential source of disaggregation by migratory status	Review the records available in the key institutions		X		INE
		Applying the Primary Evaluation Survey of the administrative records (RRAA), on records of key institutions, in order to determine their potential for statistical use				
		Socialize the results of the RRAA Primary Assessment Survey.				
		Determine, based on the results of the RRAA Primary Assessment Survey, which records can already be used and be sources with the possibility of disaggregation by disability.		X		INE - KEY INSTITUTIONS



Guidance document for the generation of statistics	Promote the use of standards that guarantee the confidentiality of information in the statistical production process.	Design and implement training workshops on the statistical production process with emphasis on data confidentiality.				
		Socialize the legal and regulatory instruments used in INE to govern the statistical production process (code of ethics, procedure manual, confidentiality commitment letter).				
		Generate a framework document for the SISEN that guarantees the confidentiality of information.				
		Socialize the proposal for a framework document that guarantees the confidentiality of information				
		Adjust and validate the framework document that guarantees the confidentiality of the information.				
Technical capacity installed to SISEN members	Capacity building for SISEN Statistical Units with a focus on the production of information on disability.	Design a plan/schedule of ongoing training activities on aspects necessary to strengthen disability statistics, based on the methodological guidance document generated and the minimum variables proposed.			X	INE
		Manage training sessions for officials of statistical units of key institutions.			X	INE
		Develop training sessions for officials of statistical units of key institutions.			X	INE - KEY INSTITUTIONS





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