

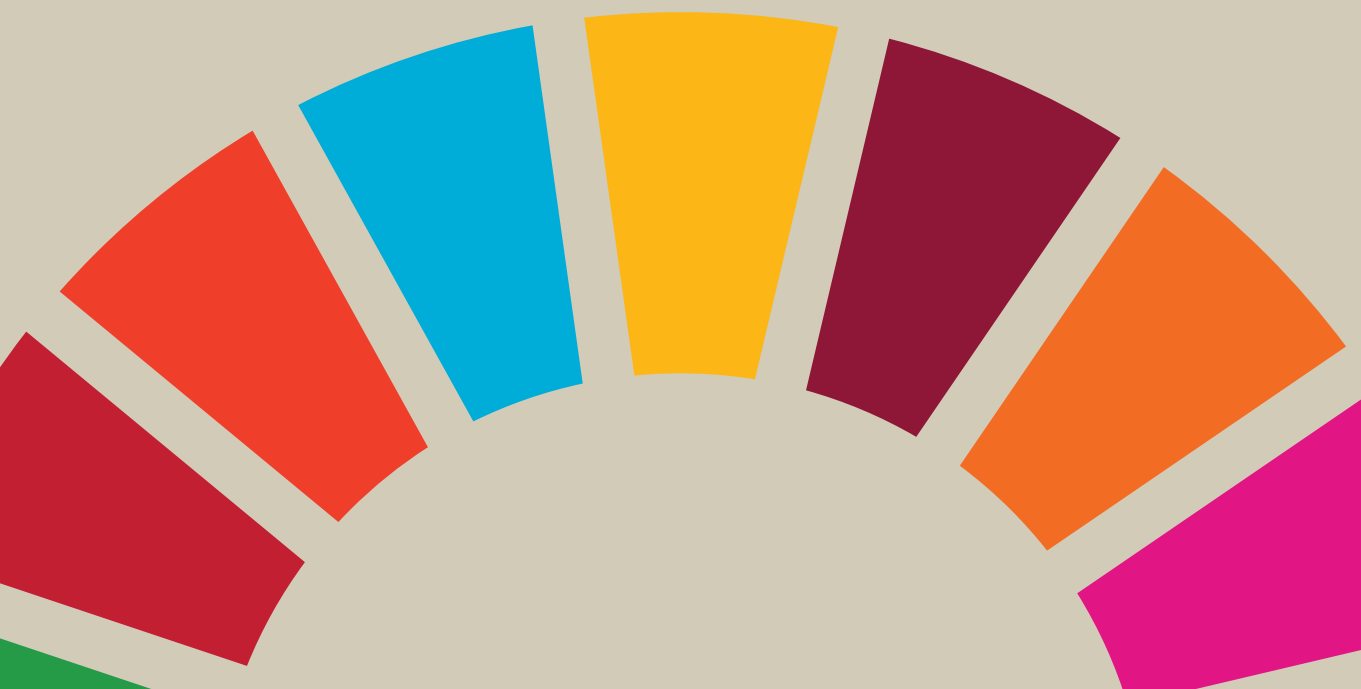
SDG 1



Ending poverty in the world in all its forms

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Poverty goes beyond lack of income. Poverty is an issue of human rights. Poverty is shown through hunger, malnutrition, lack of decent housing, limited access to basic services such as education or health, discrimination and social exclusion.



Introduction

DECIDAMOS, CADEP and OXFAM, three non-governmental organizations in Paraguay, made an alliance to create synergies between the civil society, the private sector and local governments to implement concerted and sustainable actions oriented to provide a positive impact on accomplishing SDGs 1, 2, 10 and 13 in Paraguay. This effort is supported by the international cooperation of the European Union.

In this project, CADEP elaborates reports that monitor the progress made by Paraguay in terms of complying with the mentioned SDGs. Indicators for each SDG is calculated with data of the National Household Survey, 2017. Also, these reports include policies, programs and actions implemented by the Paraguay government on each one of the SDGs: ending poverty (1), zero hunger (2), reducing inequalities (10) and action for climate (13).

SDG 1



Ending poverty

Ending poverty in all its forms worldwide by 2030 is the first of the United Nations (UN) Sustainable Development Goals (SDGs). In 2015, there were more than 700 million people living in extreme poverty conditions worldwide, with incomes of less than \$1.9 per day. About half of these people lived in low-middle-income countries. This means that about 10% of the world's population lives in extreme poverty (World Bank, 2018).

Most of the world's poor people live in rural areas, have limited access to education, work mainly in agriculture, and are under the age of 18. In 2015, nearly 1.1 billion people were under the poverty line (World Bank, 2018).

According to estimates by the Economic Commission for Latin America and the Caribbean (ECLAC), between 2016 and 2017, only 5 out of 12 countries for which information was available, managed to reduce their poverty by more than one percentage point. Those are Argentina, Colombia, Costa Rica, El Salvador and Paraguay (ECLAC, 2018, p. 83).

1 THE SITUATION IN PARAGUAY

In Paraguay, poverty is measured according to the poverty line method. The Directorate-General for Statistics, Surveys and Census (DGEEC) defines a population in poverty “ as all people living in households whose income level is less than the cost of the Basic Consumption Basket” (DGEEC, 2018, p. 2).

The population in extreme poverty is defined as “the group of people living in households whose per capita income is less than the cost of a Basic Food Basket” (DGEEC, 2018, p. 2).

By 2017, the total poverty line was 664,297 Guaranies (local currency) for the urban area, while for rural areas it was 473,601 Guaranies. The extreme poverty line was 256,881 Guaranies for the urban area, and 234,592 for the rural area (DGEEC, 2018, p. 3).

By 2017, 1,809,053 persons in Paraguay lived in poverty, representing 26.4% of the country's population. In turn, 301,932 persons were in extreme poverty, or 4.4% of the population (DGEEC, 2018, p. 4).

In analyzing poverty by area of residence, the Permanent Household Survey (EPH) finds 853,092 poor people in the urban area –20.3% of the population in that area; while 955,961 poor people lived in rural areas– 36.2% of the rural total. Therefore, poverty in rural areas is greater than urban poverty, both in terms of incidence and quantity (DGEEC, 2018, p. 4).

Table 1.
Incidence and Quantity of Poverty in Paraguay’s Population, 2000/01-2017.

Year	Extreme Poverty	No Extreme Poverty	Poverty	No Poverty	Total Population
Country Total					
2017	301,932	1,507,121	1,809,053	5,043,015	6,852,068
2016	387,242	1,562,030	1,949,272	4,805,136	6,754,408
2015	360,756	1,408,134	1,768,890	4,885,725	6,654,615
2014	358,015	1,421,365	1,779,380	4,767,591	6,546,971
2013	366,990	1,438,951	1,805,941	4,644,100	6,450,041
2012	469,253	1,524,467	1,993,720	4,361,363	6,355,083
2011	737,198	1,583,378	2,320,576	3,945,852	6,266,428
2010	724,624	1,673,735	2,398,359	3,757,009	6,155,368
2009	684,599	1,843,417	2,528,016	3,546,778	6,074,794
2008	625,348	1,954,650	2,579,998	3,393,641	5,973,639
2007	818,230	1,844,042	2,662,272	3,211,094	5,873,366
2006	877,569	1,946,105	2,823,674	2,956,457	5,780,131
2005	514,333	2,026,308	2,540,641	3,123,228	5,663,869
2004	505,968	2,217,415	2,723,383	2,859,058	5,582,441
2003	690,075	2,130,823	2,820,898	2,664,182	5,485,080
2002	873,712	2,237,863	3,111,575	2,279,340	5,390,915
2000/01	605,930	1,766,544	2,372,474	2,885,467	5,257,941

Source: DGEEC (2018, p. 15).

Table 2.

Incidence and Quantity of Poverty in Paraguay's population (%), 2000/01-2017.

Year	Extreme Poverty	Non Extreme Poverty	Poverty	Non Poor	Total
Country Total					
2017	4.4	22.0	26.4	73.6	100.0
2016	5.7	23.1	28.9	71.1	100.0
2015	5.4	21.2	26.6	73.4	100.0
2014	5.5	21.7	27.2	72.8	100.0
2013	5.7	22.3	28.0	72.0	100.0
2012	7.4	24.0	31.4	68.6	100.0
2011	11.8	25.3	37.0	63.0	100.0
2010	11.8	27.2	39.0	61.0	100.0
2009	11.3	30.4	41.6	58.4	100.0
2008	10.5	32.7	43.2	56.8	100.0
2007	13.9	31.4	45.3	54.7	100.0
2006	15.2	33.7	48.9	51.2	100.0
2005	9.1	35.8	44.9	55.1	100.0
2004	9.1	39.7	48.8	51.2	100.0
2003	12.6	38.9	51.4	48.6	100.0
2002	16.2	41.5	57.7	42.3	100.0
2000/01	11.5	33.6	45.1	54.9	100.0

Source: DGEEC (2018, p. 14).

According to the latest report from the DGEEC “Main Results of Monetary Poverty and Distribution of Income - 2018”, for different departments or regions, Caazapá presents a higher incidence of poverty, 47,0% for the period 2018, followed by Caaguazú (43.7%), San Pedro (43.6%), Itapuá (33.2%) and Alto Paraná (21.4%). Caazapá is also the department with the highest incidence of extreme poverty (13.6%) (DGEEC, 2019).

Poverty shows a tendency towards feminization due to a faster reduction of it in households headed by men. In turn, poverty has historically had a major incidence

in childhood. Thus, the age group most affected by poverty is that of children and adolescents aged 0 to 14, representing 35.9% of this population in a state of poverty, followed by adolescents and young people (15 to 24 years), representing 25.4% .

Table 3.

Poverty in Paraguay´s population by age, 2017.

Age groups	Country Total		0-14		15-24		25-54		55-64		65 and over	
	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%
Total population	6,852,068	100.0	2,048,970	100.0	1,332,586	100.0	2,573,365	100.0	471,785	100.0	425,362	100.0
Extreme poverty	301,932	4.4	136,207	6.6	53,775	4.0	87,948	3.4	14,598	3.1	9,404	2.2
Non extreme poverty	1,507,121	22.0	600,184	29.3	285,253	21.4	463,582	18.0	87,200	18.5	70,902	16.7
No poor	5,043,015	73.6	1,312,579	64.1	993,558	74.6	2,021,835	78.6	369,987	78.4	345,056	81.1

Source: Elaborated based on data of Permanent Household Survey (EPH) 2017.

Breaking down poverty by sex, it is observed that poverty affects women to a greater extent, in relation to men. In 2017, of every 100 women, 27 were in poverty, which placed them above the average for the country and for men, both with 26.4% and 25.7%, respectively.

Table 4.

Poverty in Paraguay´s population by sex , 2017.

Sex	Country Total		Men		Women	
	Total	%	Total	%	Total	%
Total Population	6,852,068	100.0	3,462,313	100.0	3,389,755	100.0
Extreme poverty	301,932	4.4	146,234	4.2	155,698	4.6
Non extreme poverty	1,507,121	22.0	743,396	21.5	763,725	22.5
No poor	5,043,015	73.6	2,572,683	74.3	2,470,332	72.9

Source: Elaborated based on data of Permanent Household Survey (EPH) 2017.

By combining both variables, it is observed that poverty affects more to younger people and women. The incidence of poverty among girls aged 0 to 14 reaches 36.5%. Extreme poverty also disproportionately affects the initial age groups in the life cycle: 6.6% of the population aged 0 to 14 are part of the extreme poverty population.

2 POLICIES AND PROGRAMS

As poverty is a multidimensional problem, the State in Paraguay has established programs that attempt to address poverty from different corners. Among these programs, we can mention *Tekoporã*, *Tenonderã*, *Tekoha*, *Abrazo*, *Sembrando Oportunidades* (Sowing Opportunities), the elderly pension program and the family health units (USF).

Tekoporã is a Conditional Cash Transfer Program (CCT-TMC) initiated in 2005 and implemented by the Ministry of Social Development (MDS), then Secretariat of Social Action (SAS). The purpose of this initiative is to eliminate the intergenerational transmission of poverty.

This program is composed of two sub-programs. The first is family and community social support, which consists of visits to households to facilitate compliance of co-responsibilities of families that are beneficiaries of the cash transfer program. Also, to provide advice on home improvement, health care and access to public services. These co-responsibilities consist of compulsory attendance of school (basic level), being up to date with vaccinations of children, carrying out prenatal check-ups periodically in the case of pregnant women, and conducting the annual Pap test.

The other component is the CCT- TMC, which consists of State contributions or financial subsidies to families. Cash transfer to families is made bimonthly.

This program is aimed exclusively at households that have been previously identified and classified in conditions of poverty and vulnerability. The program managed to cover a total of 150,185 families in 2017.

Table 5.
Households participating in *Tekoporã*, 2017.

	Urban	Rural	Total
Number of persons under the poverty line	853,092	955,961	1,809,053
Number of persons by households	n.a.	n.a.	4.62
Number of households under the poverty line			391,570
Number of households benefited by <i>Tekoporã</i>			150,185

Source: Nickson, 2018, Annex 3.

In addition to *Tekoporã*, another program called *Tenonderã* has been implemented since 2014. This project aims to ensure that families in poverty, preferably from the *Tekoporã* program, achieve economic stabilization, develop resilience and increase their financial productive assets, in order to reduce the intergenerational transmission of poverty.

One of the main components of *Tenonderã* is business training and human development, in order to strengthen productive capacities. Another essential component is financial assistance, which is provided to families so that they can start or strengthen their productive activities. The program counts with business managers that provide participants with technical assistance in carrying out their ventures.

A third program that seeks to improve the quality of life of poor families is *Tekoha*. The objective of this program is to guarantee access to land titling to poor families.

This program helps in providing support for legal procedures to families and communities that irregularly occupies lots in urban social territories. The program is aimed at poor families who do not have properties registered in the name of the head of the family. Priorities are given to women as heads of household and family groups that have relatives in a situation of dependency, or disability.

Abrazo is another program initiated in 2005, with the purpose of protecting children from 0 to 13 years old who carry out economic activities in public spaces, landfills, factories and in agriculture (Technical Unit of the Social Cabinet [UTGS], 2016, p. 1). Currently the institution responsible for implementing this program is the Ministry of Children and Adolescents (MINNA).

Activities of this program are organized around the following components: i) detection and intervention on child labor, providing comprehensive care in special centers ii) providing support to families to reduce risk situations, iii) providing training to parents who are benefited by the program to be able to enter the labor market, iv) conditional cash transfer and control of data and results.

Abrazo started in 2005 with a total of 1,354 children and adolescents and 673 families. In 2017, the program has reached 11,780 children and adolescents and 2,308 families. In spite of the program expansion, the problem of working children is long to be solved. In 2012 alone there were approximately 500,000 working children in the country.

Table 6.

Evolution of the *Abrazo* program, 2013-2017.

Years	Target population (children and adolescents)	Attended	Attended in community centers	Families with cash transfers	Children and Adolescents included	Graduated from the program
2017	12,000	11,780	2,683	2,308	1,705	386
2016	12,000	11,524	2,763	1,989	1,358	512
2015	11,000	11,547	3,102	2,060	1,377	198
2014	7,700	11,344	2,573	2,028	1,028	41
2013	7,700	11,504	3,734	1,925	502	69

Source: UTGS (2016).

The **Food Pension Program for the Elderly**, initiated in 2009, is carried out by the Ministry of Finance. This program consists of a monthly monetary transfer, which is equivalent to 25% of the minimum wage.

In 2015, the program had a coverage in 243 districts in the country, managing to include a total minimum income to poor older adults, for basic food consumption, and to produce a rate of return in local economies (Social Cabinet of Paraguay, 2015, p. 27).

The ***Unidad de la Salud Familiar – USF*** (Family Health Unit) is a program that aims to the universalization of primary health care and whose target population are people under the poverty line. Each *USF* covers between 3,000 and 5,000 persons. This program offers benefits such as: general consultations, growth control, vaccinations, prenatal control, family planning and breast exams, as well as home visits and activities for prevention of diseases.

The installation of *USFs* in the national territory has been gradual. It started with 13 units in *Asunción* (capital city) poor neighborhoods, and currently there are approximately 800 units that are distributed in 17 departments (regions) plus *Asuncion*, covering 238 of 251 districts in the country (Zavattiero, 2018).

Other programs implemented by the Paraguayan government are directed to support small farmers (familiar agriculture) to generate more income within the rural population most affected by poverty. Among the most outstanding programs are the Directorate of Support for Family Farming (***DAAF***), the Sustainable Agriculture and Rural Development Project of Paraguay (***PRODERS***) and the Paraguay Inclusive Project (***PPI***).

The purpose of *DAAF* is to develop financial instruments to support Family Farming that will improve production through the implementation of technologies for sustainable development (Riquelme and Vera, 2017, p. 7). This program is dependent on the cabinet of the Ministry of Agriculture and Livestock (*MAG*). Apart from financial support, other services provided by this program are technical assistance and provision of inputs for small farming.

PRODERS is a project started in 2009, funded by the World Bank and dependent on *MAG*. This project aims to improve the quality of life of small farmers and indigenous communities, supporting measures that strengthen their community organization, self-management, and insertion into the market and value chains. It offers both technical and financial assistance (CDE, 2017, p. 14).

This program managed to implement investment plans in 12 departments of the eastern region. As of 2016, the program has technically and financially assisted 21,554 small farmers (UTGS, 2017, p. 4).

PPI is a program that supports the creation of value chains among small agricultural producers. It started in 2014 and it is coordinated by the *MAG*, with financial support of International Fund for Agriculture Development (IFAD).

The objective of **PPI** is to improve quality of life of poor farmers as well as increasing their incomes and assets. The program helps poor farmers to be part of value productive chains through their social organizations and to cultivate crops in a sustainable way (CDE, 2017, p. 17).

This program has several means of support such as promotion and pre-investment, investment, business plans, micro-capitalization plans for vulnerable populations and for indigenous communities. Main beneficiaries of the program are peasant families, the vulnerable rural population and the indigenous communities (CDE, 2017, p. 18).

Regarding programs that promote rural non-agricultural employment, the National Development Bank (BNF) together with the Ministry of Women and the Office of the First Lady come together to provide financing to projects of women entrepreneurs in the country through the *Kuña Katupyry* line of credits (BNF, 2018). This program seeks to promote economic activities of women under the line of poverty. Credits provided do not require real guarantees from the beneficiaries that also have other financial advantages so that they can carry out their ventures.

Sembrando Oportunidades (Sowing Opportunities) was the flagship program implemented by the 2013-2018 administration to combat extreme poverty and promote social development. The purpose of this program was to increase income of families in a state of vulnerability so they can enjoy all social services (Sembrando Oportunidades, s.f.).

This program is made up of 7 components: i) identification of families living in poverty and extreme poverty ; ii) access to social services such as health and education; iii) productive inclusion, understood as the generation of labor income through technical training; iv) public and private network management; v) effective control and follow-up of the activities carried out, and vi) a territorial approach, that is, a land planning to integrate regional policies and projects (Sembrando Oportunidades, s.f.).

This program also integrates actions, programs and projects of various public institutions to organize them in lines of action, and coordinate them from the central government to local governments with the participation of beneficiary families. In this way, the program also manages to facilitate alliances with the private sector and civil society organizations. (Sembrando Oportunidades, s.f.).

3 NATIONAL INDICATORS OF SDG 1

Indicators of SDG 1, calculated with official data, are observed in the table below. There have been a decrease in general poverty, but a slight increase in extreme poverty. Two indicators related to the coverage of social programs show a gradual progress, which could have contributed to the reduction of poverty. As mentioned, among these programs some of them included cash transfer like *Tekoporã*, **Food Pension Program for the Elderly** and *Abrazo* with direct effects on income and poverty reduction, provided a well done targeting.

Indicators	2015	2016	2017	2018
Percentage of the population living below the international poverty line	1.9	1.7		
Percentage of the population living below the national poverty line	26.6	28.9	26.4	24.2
Percentage of the population living below the national extreme poverty line.	5.4	5.7	4.4	4.8
Percentage of the population covered by minimum levels of social protection.	21.3	22.9	24.2	
Percentage of the population covered by social programs.	10.0	11.8	12.7	

Source: World Bank, LAC Poverty LAB (CEDLAC).
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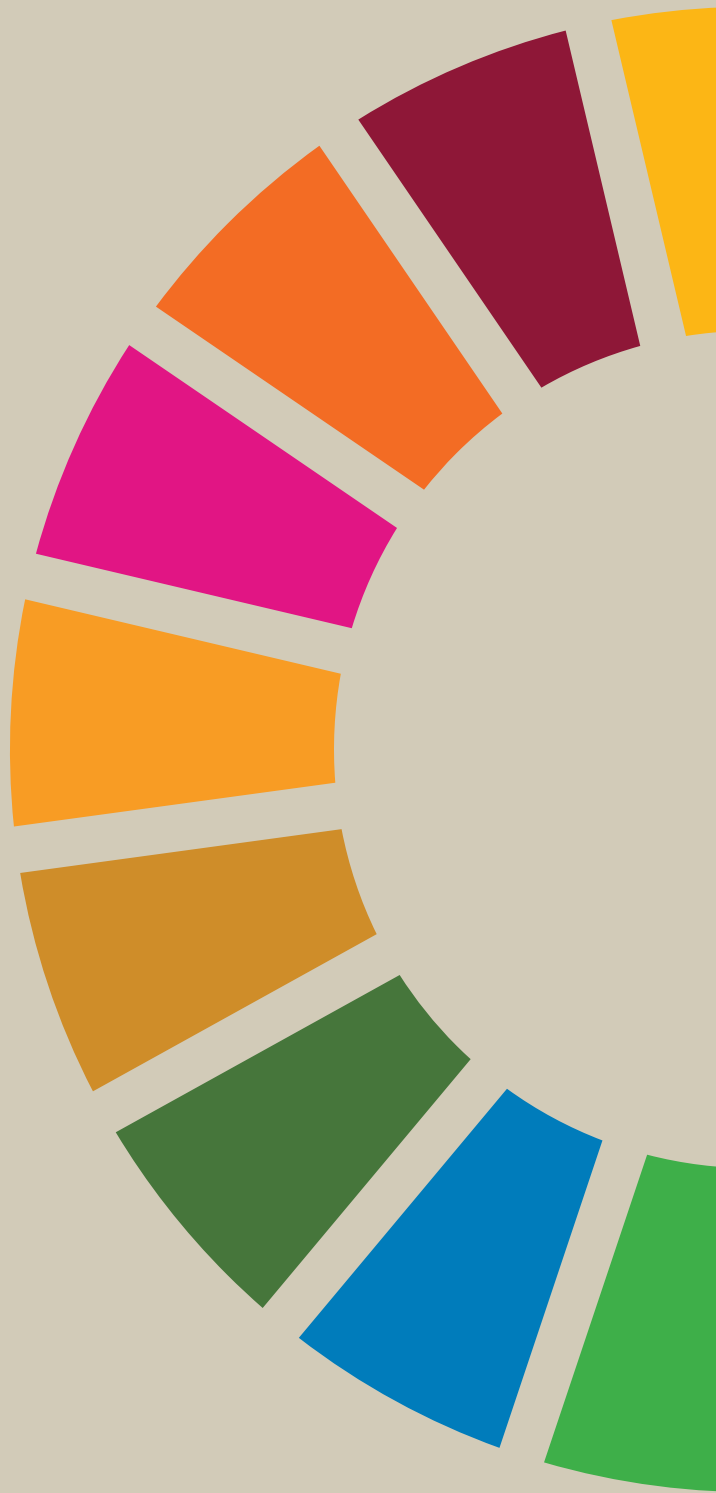
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SDG 1



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