Task Force for the establishment of a Global Alliance Against Hunger and Poverty

Issue Note

EXECUTIVE SUMMARY

Eliminating hunger and poverty is a global priority and a crucial requirement for sustainable development. Unfortunately, the world has seen an alarming growth in the number of people facing food insecurity in recent years, with a staggering 750 million people facing hunger and 2.4 billion living under moderate or severe food insecurity by 2022. The world has lost three years in the fight against extreme poverty, while inequality keeps rising. We are at the midpoint of the 2030 Agenda and progress on most of the SDGs is either moving too slowly or regressed below the 2015 baseline. Urgent, ambitious, out-of-ordinary, but also consistent and sustainable action is needed to accelerate progress towards SDGs 1 and 2 while also contributing to other SDGs, in particular reducing inequalities (SDG 10). This requires an integrated approach, understanding and addressing the interlocking causes of hunger and poverty, and therefore bridging the sometimes disparate domains of food security, nutrition, social protection and climate change adaptation. To that effect, Brazil is proposing the establishment of a Global Alliance against Hunger and Poverty and has established a specific G20 Task Force to discuss it, linking both the Sherpa and Finance tracks. The Alliance is expected to launch at the G20 Summit in November, with the participation of member countries and other interested parties.

The Alliance would be structured around three main pillars. In the National Pillar, member countries would commit to adopting effective policies to form the pillar of national commitments. The Alliance's Finance Pillar would be composed by a wide variety of existing global and regional funds, ODA sources, and public and private donors, as well as possible new innovative financial mechanisms, which are able to support Alliance member countries in their national commitments to implement hunger and poverty reduction programs, prioritizing the poorest. Finally, the Knowledge Pillar would serve as a hub drawn from a qualified list of organizations and knowledge centers dedicated to promoting technical assistance and lesson sharing among Alliance members, focusing its operations at the country level. The Alliance's governance would be centralized under a streamlined Steering Committee, and multilateral partner organizations would oversee a small Secretariat.

The Alliance would focus on practical action at country level, leveraging decades of knowledge, debate and lesson sharing on policy instruments in the areas of food and nutrition security, poverty reduction, social protection, and resilience building, as well as the consensus results of multilateral dialogue at fora such as the Committee on World Food Security. At the heart of the Alliance will be a mechanism to promote the best possible implementation of large-scale national-level programs such as targeted income transfers, adaptive social protection, school meals programs, support for smallholder farming, job qualification and several others, in a way that fits each individual country's needs. Countries joining the Alliance would commit to implementing concrete policies and forming a network for the diffusion of effective practices and knowledge. The

Alliance would also be open to non-G20 countries that accept its terms, and UN bodies would play critical roles to ensure efficiency and avoid overlapping efforts.

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BACKGROUND

The world has suffered a historic setback in the fight against hunger and poverty since the onset of the COVID-19 pandemic. Mutually reinforcing crises, including the pandemic, the already present impacts of climate change and concurrent conflicts are showing that progress achieved over decades can vanish quickly, sending the world off course on the goal of ending extreme poverty. Unprecedented challenges call for greater commitment, financing, and actions at all levels, but existing international efforts seem insufficient to bring the world back on the path to zero hunger and poverty eradication. We are at the midpoint of the 2030 Agenda and progress on most of the SDGs is either moving too slowly or regressed below the 2015 baseline. The Group of 20 (G20) offers a strategic platform, even more so now that the African Union has become a permanent member, to strengthen the global resolve and foster a global alliance to lead the process for a rapid and sustainable recovery with a view to eradicating poverty, reaching zero hunger, and leaving no one behind.

In the past decade, the international community, through the United Nations, has reaffirmed its commitment to the ethical imperative of fighting poverty and hunger. The 2030 Agenda and its Sustainable Development Goals, adopted in 2015, provide an integrated framework and plan of action for reaching sustainable development, and put forward as its first and second Goals, respectively, to end poverty in all its forms everywhere for men, women and children and to end hunger, achieve food security and improved nutrition and promote sustainable agriculture. In fact, the 2030 Agenda declaration recognizes that "*eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development.*"[1] At the same time, the human right to an adequate standard of living, including the human right to adequate food, as internationally recognized, provides a moral imperative for action. In this affluent world, persisting hunger and high levels of poverty are simply unacceptable and, along with growing inequality, are jeopardizing social cohesion, prosperity, and global peace.

Despite all efforts, progress on more than half of SDGs targets is considered weak and insufficient. On 30%, progress has stalled or even been reversed[2]. The number of people living in extreme poverty rose for the first time in a generation with the onset of the Covid-19 pandemic. The slow recovery from the pandemic was disrupted by the war in Ukraine, which further disturbed international markets and affected food prices, agricultural inputs and energy, undermining progress in sustainable development with a greater impact on those most vulnerable.

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[1] UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development*, 21 October 2015, A/RES/70/1, available at: https://www.refworld.org/docid/57b6e3e44.html [accessed 29 October 2023].

[2] United Nations. The Sustainable Development Goals Report 2023: Special Edition.

Global hunger today is still far above pre-COVID-19-pandemic levels, affecting around 9.2 percent of the world population in 2022 compared with 7.9 percent in 2019. According to the 2023 State of Food Security and Nutrition in the World (SOFI) report, jointly produced by FAO, IFAD, UNICEF, WFP and WHO, between 691 and 783 million people – or 735 million in the midrange figure – were undernourished in 2022, meaning that 122 million more people faced hunger in 2022 than in 2019, a shocking increase of 22% in the prevalence of undernourishment across the globe, and over 3.1 billion people cannot afford an adequate diet. Among children under five years of age, an estimated 148.1 million were stunted, 37 million were overweight, and 45 million were wasted.[3] Of those children suffering wasting, 35 million live in 30 of the 42 countries most impacted by food crises. Women and girls are disproportionately affected by hunger and malnutrition owing to gender norms, disrupted access to livelihoods and care responsibilities, among other factors.[4]

The latest global extreme poverty report from the World Bank reveals that the world has lost three years in the fight against extreme poverty.[5] Current global poverty estimates are only slightly below 2019 figures. About 691 million people (8.6% of the global population) are projected to live in extreme poverty in 2023, compared to 701 million (9.05% of the global population) in 2019. However, it is important to note that the pandemic did not affect all countries in the same way, exacerbating already high inequalities within and among countries. As a result, not all countries have managed to reverse the poverty increase caused by the COVID-19 crisis. Low-income countries are still 0.35 percentage points above pre-COVID19 poverty rate levels, and, even more worryingly, they experienced some poverty increase between 2022 and 2023 (+0.14 percentage points). In contrast, lower-middle-income countries, which had experienced the largest increase in poverty in 2020 (+1.82 percentage points), reverted to pre-COVID poverty rates by 2022 and further decreased poverty in 2023, being now 1.34 percentage points below 2019 levels. Upper-middle-income and high-income countries experienced declines in poverty even in 2020, during the peak of the COVID-19 containment measures, as most of them were quick to expand the coverage and adequacy of social protection programmes, which not only prevented increases in poverty but also acted as stabilizers for their economies, avoiding the worst scenarios for economic recession projected by many analysts.

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[3] FAO, IFAD, UNICEF, WFP and WHO. The State of Food Security and Nutrition in the World 2023.

[4] Food Security Information Network. Global Report on Food Crises 2023.

[5] Yozan, N.; Mahler, D. G.; Lakner, C. Poverty is back to pre-COVID levels, but not for low-income countries. < https://blogs.worldbank.org/opendata/poverty-back-pre-covid-levels-globally-not-low-income-countries> published on 3rd October, 2023 and accessed 29th October, 2023.

Global inequality rose for the first time in decades, as the percentage income losses of the world's poorest were twice as high as those of the world's richest[6]. Unprecedented levels of indebtedness post-COVID-19 in many countries are hindering recovery.

Approximately 40% of all people in extreme poverty live in developing countries suffering from severe debt problems and extremely expensive market-based financing. These 52 countries represent 2.5% of the global economy but 15% of the global population (approximately 1.2 billion people)[7].

Humanitarian contexts deserve specific attention and a renewed sense of priority. According to the World Food Program, conflicts are the main driver in 8 out of 10 of the worst hunger crises, in places such as Yemen, South Sudan, the Democratic Republic of the Congo, Gaza and Syria. Approximately 60% of the world's hungry live in zones affected by conflict[8]. In countries such as Haiti, violence caused by armed groups, economic slowdown, and climate-related effects continue to drive emergency-high levels of hunger. Despite the adoption of Security Council Resolution 2417 (2018) condemning the starvation of civilians as a method of warfare, progress on its implementation remains stalled. Conflict further fragilizes state control and makes it harder to build nationally led systems and policies to make consistent progress on fighting poverty, hunger and malnutrition.

Climate change has caused losses of 30% in agricultural productivity in several low-income regions, aggravating poverty and food insecurity[9]. Those most vulnerable (including children, women, elderly, people living with disabilities, migrants and displaced people) and the poor are highly vulnerable to the impacts of climate change due to insufficient resources and inadequate housing and infrastructure to cope with extreme weather events, disasters and environmental degradation. While developed countries can finance resilience and adaptation measures against the climate crisis, most developing countries cannot, especially least developed ones and small island developing states.

The injustice of the poorest being the hardest hit by climate change is compounded by the fact that the top 10% income earners in the world are responsible for almost half of the global carbon emissions, while the global top 1% of emitters are responsible for more emissions than the entire bottom half of the global population[10]. A just transition

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[6] World Bank. Poverty and Shared Prosperity 2022.

[7] United Nations, Inter-agency Task Force on Financing for Development, Financing for Sustainable. Development Report 2023: Financing Sustainable Transformations. (New York: United Nations, 2023)

[8] Ending hunger | World Food Programme (wfp.org).

[9] Chancel, L., Bothe, P., Voituriez, T. (2023) Climate Inequality Report 2023, World Inequality Lab Study 2023/1.

[10] Chancel, L., Bothe, P., Voituriez, T. (2023).

implies addressing climate inequalities both among countries and within societies, ensuring that the richest contribute a fair and equitable amount, proportionally to their contribution to climate change, in line with the principle of common but differentiated responsibilities, in order to alleviate the impact of the climate crisis on the poorest and help them adapt.

In this challenging context, countries should join forces to promote the implementation of a trusted set of policies that can build resilience against climate, sanitary and economic shocks, promote access to adequate and nutritious food for healthy diets, and uplift the poor in vulnerable situations, providing sufficient income to allow for human dignity and development, while seeking to address inequalities and to promote a just transition.

The momentum for bold action is already building. The UN General Assembly, in September 2023, adopted the Political Declaration of the High-level Political Forum on Sustainable Development (HLPF) reaffirming commitment to achieving the SDGs. This political declaration reaffirmed a shared commitment "*to end poverty and hunger everywhere*" by 2030, "*to combat inequalities within and among countries*", and to build peaceful societies that leave no one behind. It highlighted that the 2030 Agenda remains our overarching roadmap for achieving sustainable development and overcoming the multiple crises we face. Furthermore, it states: *"We commit to bold, ambitious, accelerated, just and transformative actions, anchored in international solidarity and effective cooperation at all levels."*

The G20 Summit in New Delhi also reaffirmed its Leaders' commitment on accelerating progress on the SDGs. Specifically, the New Delhi Leader's Declaration resolved to "leverage the G20's convening power and its collective resolve to fully and effectively implement the 2030 Agenda and accelerate progress toward the SDGs, in a timely manner, to shape the world we want to see for our future generations". Leaders also committed to *"enhance global food security and nutrition for all in line with the G20 Deccan High-Level Principles on Food Security and Nutrition".*

Indeed, urgent, ambitious, out-of-ordinary, but also consistent and sustainable action is needed to accelerate progress towards SDGs 1 and 2 while also contributing to other SDGs, including reducing inequalities (SDG 10). This requires an integrated approach, understanding and addressing the interlocking causes of hunger and poverty, and therefore bridging the sometimes disparate domains of food security, nutrition, social protection and climate change adaptation.

1 Interlocking causes of hunger and poverty and what we learned so far

1.1 Hunger and poverty: twin scourges feeding off each other

Hunger is the perverse manifestation of persistent, structural poverty and inequality. The absence of effective policies, resources, capacity, and safety nets to address and alleviate poverty enable hunger by leaving poor people without the means to purchase or produce sufficient, nutritionally adequate food. The cascading crises the world has been facing show that economic and climate-related shocks, as well as pandemics and conflicts, can halt or even undo progress in eradicating poverty and hunger and reducing inequalities. Shocks and crises throw large contingents of people into poverty and food insecurity through interlinked channels such as loss of employment, livelihoods, reduced food production, food inflation, and supply chain disruption. The uneven impact of those shocks across the world demonstrates that, even in countries severely affected by food shocks, it is never the rich and almost never the middle classes the ones affected by hunger and deprivation.

Hunger and malnutrition, in turn, reinforces and perpetuates poverty by affecting the mental and physical health of adult members in a household, thus decreasing their productive capacity, and preventing them from bouncing back out of poverty. Hunger and malnutrition also facilitate the intergenerational reproduction of poverty due to the long-term negative effects of undernourishment during childhood on physical and cognitive development and on learning outcomes, particularly in the first years of life. Adults who faced hunger, food insecurity and/or undernourishment as a child tend to have lower educational attainment, which leads to low-paid jobs and precarious insertion in the labor market[11]. Further, extreme poverty is increasingly concentrated among large households with young children. Children are more than twice as likely as adults – 15.8% versus 6.6% – to live in extremely poor households.[12] Approximately one billion children are multidimensionally deprived,[13] and children are twice as likely as adults to be living in multidimensional poverty.[14]

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[11]De Sanctis V, Soliman A, Alaaraj N, Ahmed S, Alyafei F, Hamed N. Early and Long-term Consequences of Nutritional Stunting: From Childhood to Adulthood. Acta Biomed. 2021 Feb 16;92(1):e2021168. doi: 10.23750/abm.v92i1.11346. PMID: 33682846; PMCID: PMC7975963.

[12] World Bank, UNICEF. Global Trends in Child Monetary Poverty According to International Poverty Lines 2023.

[13] UNICEF. Preventing a lost decade: Urgent action to reverse the devastating impact of COVID-19 on children and young people. (New York, UNICEF, 2021)

[14] UNDP. Global Multidimensional Poverty Index (MPI 2023): Unstacking global poverty: Data for high impact action.

At the macro level, the vicious cycle of poverty and hunger reduces economic productivity and the potential for inclusive growth and undermines social mobility, social cohesion, and stability by reinforcing intersecting inequalities. Disaggregated poverty and hunger indicators demonstrate how differences in gender and race, for instance, can reinforce inequalities in a particular context, further leaving behind vulnerable or discriminated minorities. Such assessments can support the design of policies that effectively address the specific needs of those groups in vulnerable situations in different countries and complement other, more broadly targeted policies.

When properly designed, implemented and funded, policies to fight hunger and food insecurity can also contribute to reducing poverty and inequality and vice versa. The interlinkages and common policy instruments to end poverty (SDG 1), hunger, and malnutrition (SDG 2) and their potential to reduce inequalities both within and among countries and population groups and to foster shared prosperity should not be underestimated. Collectively, they also contribute to the achievement of other SDGs such as health and well-being, gender equality, decent work, more equal societies, and peace and justice (SDG 3, 5, SDG 8, SDG 10, and SDG 16, respectively).

The causes of poverty and hunger are multidimensional. Lack of access to adequate healthcare and education, basic sanitation, social protection, and productive assets in different forms (including human, natural, social, physical and financial capital) are all key determinants of poverty, particularly in rural areas and informal urban human settlements. Pro-poor, targeted social protection and other poverty alleviation measures are some of the most cost-effective means to break the vicious cycle of poverty perpetuation in many contexts while also contributing to the fight against hunger and malnutrition.

At the same time, most of the population in extreme poverty and of stunted children in the world live in rural areas and depend on agriculture for their livelihoods. Furthermore, achieving the human right to adequate food in a world with a growing population and a changing climate will necessitate sustainable increases in agricultural production, as well as adaptation and diversification. Therefore, policies promoting rural development, sustainable food production and the diversification and adaptation of agrifood systems should also be essential components in any strategy to eradicate poverty and hunger[15].

Fighting hunger and poverty, therefore, requires acting on a broad range of instruments in key sectors that further contribute to the achievement of other SDGs. Broadly speaking, the fight against hunger and poverty must involve different "development communities" covering issues related to social protection, active and passive employment policies, food

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[15] Raza, A , and Soares, F. 2020. Leveraging food systems to reduce poverty and malnutrition. Policy in Focus. Volume 18, Issue No. 1, December 2020. Brasilia, Brazil. FAO and the International Policy Centre for Inclusive Growth (IPC-IG). https://doi.org/10.4060/cb2498en

security and nutrition, as well as support to family farmers and sustainable agriculture, trade and innovation.

It is crucial to bridge the divide between these conceptual domains and increase understanding that poverty and hunger need to be tackled together in a comprehensive approach, as gaps in policy actions in some domains can reduce potential gains in others. It is important to underscore that social protection represented a mere 1.2% of the share of total Official Development Assistance (ODA) in 2019[16], and, given the interlinkages already discussed, it is likely that this reduced investment may be contributing to uneven results from other areas as well, including in food and nutrition security.

The Brazilian presidency proposes that the G20, as the group of the largest world economies, mobilizes its collective capabilities to help to accelerate, prioritize, and finance action globally at country-level, where support is most needed to address interlocking causes of hunger and poverty on three main domains:

Ensuring the supply of food while addressing poverty
Increase both quantity and quality of the food supply, acting to improve and transform global and local food systems to sustainably promote increased and more diversified production of adequate and nutritious food for healthy diets. Promote agricultural adaptation to climate change for small and family farmers in the most impacted areas. Ensure the provision of non-trade distorting support for family and smallholders' farmers in poor areas, including access to extension services, seed money, credit, and markets, including access to public procurement, contributing to rural development and improving livelihoods all while increasing the supply of adequate, culturally appropriate and healthy food.

Ending extreme poverty and promoting socioeconomic inclusion while ensuring access to food
Reinforce coverage, adequacy, and comprehensiveness of social protection programmes to address vulnerabilities across the lifecycle, including targeted and conditional cash transfers, targeted job creation, skills upgrading and vocational training for socioeconomic inclusion; food provision (food banks, community restaurants, etc), school meals, nutrition education, consumer awareness and nutrition labeling regulations; address intersecting inequalities for minorities and disadvantaged groups.

Promoting resilience of the poor against shocks
Reinforce disaster risk reduction interventions for poor regions and communities; increase capacities and resources to advance preventive, adaptive social protection tools

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[16] McCord, A., Cherrier, C., Both, N. and Bastagli, F. (2021) Official development assistance financing for social protection lessons from the Covid-19 response. ODI Working Paper. London: ODI.<(https://odi.org/en/publications/official-development-assistance-financing-for-social-protection-lessons-from-the-covid-19-response/)>.

and instruments to quickly respond to shocks and crises; targeted, pro-poor investment in sustainable, resilient, climate-resilient and cost-efficient infrastructure, including mobility, sanitation, adequate housing, and access to improved, responsive health, social and education services.

1.2 Accumulated learning and the way forward to a more consistent application

Over seven decades of poverty reduction, reconstruction, and food and nutrition security policies and programmes in many countries have taught us what works most efficiently and effectively. Overall direction, goals and targets are already provided by overarching frameworks, such as the 2030 Agenda and its Sustainable Development Goals, and the human rights frameworks, including the right to food and social protection. Further specific guidance is found in universally agreed conventions, guidelines, and recommendations, such as those approved under the auspices of legitimate bodies such as the International Labor Organization and the Committee on World Food Security, as well as in many other global, regional and national initiatives, plans, commitments.

Furthermore, many countries and institutions at global, regional, and national levels already have the knowledge, experience and wherewithal to translate those general frameworks and guidelines into concrete, fundable, deployable policies and programmes at national and sub-national levels, where the most critical work lies; and to design those interventions based on evidence of what has been already proven to work at scale, also allowing room for adaptation to evolving conditions and local contexts.

Why, then, are we lagging behind? The answer lies in inequality and a corresponding lack of global coordination to address it. Many countries have the will but lack the resources and the concrete, detailed implementation experience. Others have learned a lot in implementation and are willing to share their experience but also lack the means to do so at scale. A third group of countries may have both the financial resources and the will to support others, but, coming from a very different background, they could sometimes struggle to provide sufficient support, in a timely and practical manner, to cost-effective solutions appropriate to many developing country contexts. Finally, the lack of global coordination to consistently address inequality and promote a just transition misses on opportunities to fund more inclusive growth globally, which would benefit all by enabling a more peaceful and cohesive society.

Given the available experience and knowledge about what to do, more work is needed to better apply them at scale, gathering resources, evidence, and experience wherever they are and channeling them to where they are most needed. Facilitating such flows would greatly accelerate progress towards meeting the SDG 1 and SDG 2 targets, working as a pathway to also speed up progress towards other SDGs in an effective and efficient manner.

The next section of this document will make the case for the G20 to originate a global alliance to do just that, including a review of connected efforts, a discussion on the added value of such an alliance, and what gaps it should be poised to fill.

Why a global alliance to fight hunger and poverty?

1.3   Past and current efforts

From the Universal Declaration of Human Rights and further human rights frameworks, which recognize the right to an adequate standard of living and to adequate food, to the Millennium Development Goals, in which Member States agreed to set the eradication of extreme poverty and hunger as a global objective, the fight against hunger and poverty has been an historical and shared purpose of the international community and the multilateral system. By adopting the 2030 Agenda and its Sustainable Development Goals, countries made an additional step forward by recognizing poverty eradication as the greatest global challenge and an indispensable requirement for sustainable development. In 2009, the reform of the UN Committee of World Food Security (CFS) provided the international community with an inclusive forum where States, academia, civil society and private sector actors can debate in an organized process and achieve convergence on addressing issues such as land tenure, social protection, protracted crises, gender, data, responsible investments and many others, with the resulting consensus consolidated in a living global strategic framework for achieving food and nutrition security.

While SDGs 1 and 2 provide the main universally agreed goals and targets to eradicate hunger and poverty, and the CFS provides inclusive dialogue and strategic guidance on policy, many other initiatives have spurred in recent years, especially in the context of growing challenges related to climate change, COVID-19 and geopolitical tensions, with the aim to strengthen efforts in that direction. In the United Nations context, the third Decade for the Eradication of Poverty (2018-2027), the Decade of Action on Nutrition (2016-2025) and the Decade of Family Farming (2019-2028) provided important platforms for scaling-up national and concerted actions on particular issues. The recent United Nations Food Systems Summit (23 September, 2021) and its follow-up process offered yet another opportunity for countries to advance voluntary commitments such as national pathways and coalitions of practice on specific topics, including school meals and social protection, which can also foster progress towards the first and second SDGs. In 2022, the UN Secretary-General also launched the Global Crisis Response Group (GCRG) and the "Global Accelerator on Jobs and Social Protection for Just Transitions"; aiming to provide accurate data and policy recommendations to counter the cost-of-living crisis and its negative effects on poverty and food insecurity, as well as providing exchange and learning for social protection efforts. The ILO Director General further called for the building of a Global Coalition for Social Justice, seeking to reinforce advocacy for reducing inequality and promoting decent work.

Beyond the UN setting, many other plurilateral initiatives have also been launched recently, taking into consideration growing concerns on global food insecurity, poverty, and the adverse impacts of climate change: the Agriculture Innovation Mission for Climate (AIM4C), the "Global Food Security Call to Action", the Global Alliance for Food Security (GAFS), the "Food and Agriculture for Sustainable Transformation" (FAST) initiative, the Food and Agricultural Resilience Mission (FARM solidarity mechanism), among others.

As for the G20, the aftermath of the 2007-2008 triple crises (finance, food and fuel) led to calls for the prioritization of actions related to food security and nutrition and social protection in order to build the resilience of the most vulnerable. The 2009 G20 London Summit Leader's statement mentioned the plan for a fair and sustainable recovery for all, which included financial commitments for "*social protection for the poorest countries, including through investing in long-term food security and through voluntary bilateral contributions to the World Bank's Vulnerability Framework, including the Infrastructure Crisis Facility, and the Rapid Social Response Fund*". In a similar vein, during the 2010 South Korean G20 presidency, the recently created Development Working Group outlined a Multi-Year Development Plan that included specific actions for both food security and nutrition and social protection. For food security, the actions involved (i) enhancing policy coherence and coordination and (ii) mitigating risk in price volatility and enhancing protection for the most vulnerable. The Agricultural Market Information System[17] (AMIS) is one of the concrete examples of these actions. As for social protection, the action proposed envisioned the provision of support to developing countries to strengthen and enhance social protection programs through the identification of lessons learned, best practices guidelines and knowledge sharing, which later led to the creation of the Social Protection Interagency Cooperation Board (SPIAC-B)[18] and the knowledge sharing platform, socialprotection.org[19].

More recently, during the Italian G20 presidency, the Matera Declaration on Food Security, Nutrition and Food Systems represented an important leap forward. Furthermore, the emphasis on the issue has been continued by the Presidencies of Indonesia and India, including through the Deccan High Level Principles on Food Security and Nutrition adopted in the India presidency, whose first two principles are closely related to the fight against hunger and poverty and leaving no one behind: (i) Facilitate Humanitarian Assistance to Countries and Populations in Vulnerable Situations and (ii) Enhance Availability and Access to Nutritious Food and Strengthen Food Safety Nets. Moreover, the G20 Delhi's Leaders' declaration clearly recognizes the interlinkages

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[17] https://www.amis-outlook.org/amis-about/en/

[18] https://www.ilo.org/newyork/at-the-un/social-protection-inter-agency-cooperation-board/lang--en/index.htm

[19] https://socialprotection.org/about

between social protection systems (SDG 1) and food security and nutrition outcomes (SDG 2), as it states that the Leaders will "*support gender-responsive and age-sensitive nutrition and food system interventions by leveraging innovative financing instruments and social protection systems in ending hunger and malnutrition*".

These multiple ongoing efforts play particular roles, occupy different spaces and provide unique benefits and opportunities to countries when used properly. Some fill international coordination roles to respond to immediate emergency contexts and crises. Others, such as the School Meals Coalition, are communities of practice around specific topics or policy domains, and others still, such as the UN CFS, are seeking to "push the envelope" and advance the state of consensus, bringing together inputs from multistakeholder communities and establishing policy innovation and/or convergence. Some initiatives concentrate on project-finance, some on knowledge and research. Some are led by international organizations, some by governments, and some by civil society. Some are established at the global level, some are regional, and others national. Some of these initiatives even aim to bring together different elements, such as G7's GAFS, which focuses on "advice, action and advancement" (knowledge-sharing, catalyzing financing and sharing and shaping research and innovation) in the more agricultural and supply-side aspects of food security, and the Accelerator on Jobs and Social Protection for Just Transitions, which tries a similar approach for the social protection domain, without specific focus on hunger or food security.

Given the enormous challenge and the shocking lack of progress in recent years, including a backslide in some areas, the proliferation of initiatives is as natural as it is welcome, bringing necessary pieces to the solutions needed to achieve SDGs 1 and 2. However, given the abundance of ongoing efforts, why is a new Global Alliance against Hunger and Poverty needed? This case is made in the following section.

1.4   The case for a Global Alliance Against Hunger and Poverty

The G20 2023 Action Plan to Accelerate Progress on the SDGs was published in June 2023. It highlights that "*The G20's comparative advantage lies in its convening power and its collective ability to adopt and support initiatives at the highest global level, including those that involve macro-economic framework, and to create the global enabling environment that will help achieve the 2030 Agenda and its SDGs.*" It also recognized that "*There is unprecedented urgency for the G20 to take coordinated, swift and tangible actions using all available policy tools to accelerate achievement of the SDGs, while taking into account national circumstances, and needs.*"

In view of the universally agreed goals and targets of SDGs 1 and 2, and of the urgent commitments from the G20 Leaders for the Group to leverage its weight in favor of improving the global environment to enable fulfillment of those targets, the current proposal seeks to deliver on those commitments. A G20 Task Force can put forward a Global Alliance Against Hunger and Poverty to harness collaboration in the renewed push to achieve SDGs 1 and 2. It will do so in a way that differentiates itself from other current

efforts, while complementing them and filling two important gaps in the international struggle against poverty and hunger.

First, by recognizing the intricate connections between hunger and poverty and prioritizing both in its framing, the Alliance aims to occupy a space that so far has been absent from most existing initiatives devoted to either poverty or food security. Poverty and hunger eradication are complex goals with interconnected, multidimensional aspects. The best outcomes are reached when different aspects can be addressed through integrated, coherent, and coordinated policies that can promote multiple goals at once, i.e. well-targeted conditional cash-transfer programs, including health and education co-responsibilities; complementary productive inclusion programs; or school meals programs linked with local food procurement from smallholders and family farmers.

The Alliance should, therefore, be laser-focused on the national and sub-national implementation of the set of policies and instruments that can simultaneously fight food insecurity, malnutrition, and poverty, breaking their mutually reinforcing dynamics. It should also call attention to the imperative of including the poorest and the hungry at the heart of climate change mitigation and adaptation interventions as a key aspect of promoting a just climate transition and as a way to provide additional benefits to economic development, job creation, and social acceptance of climate change policies.

Second, and more crucially, the proposal for a new Global Alliance to be pushed for by the Group of 20 derives from the realization that, despite all current efforts and a more than sufficient arena for multilateral lesson sharing and convergence, actual policy implementation on the ground is lacking in many of the countries which are home to a large share of the population of the hungry and the poor. This is due to a combination of factors, which in many cases include insufficient resources, high indebtedness, and lack of detailed, practical implementation experience and capacity. To address these factors, two elements are still sorely needed if the world is to eradicate poverty and hunger in the 7 years left to achieve the Sustainable Development Goals:

a) sustained, highest-level political thrust by the Group of 20 and other Global Alliance Members to eliminate poverty and hunger while reducing inequalities; and

b) better alignment of international support, including financial resources and knowledge, for large-scale country-level implementation of policy instruments and programs that were already proven effective to advance these goals.

If the Alliance can succeed in providing these two elements, it could help to better assemble and properly channel finance mobilization and knowledge-sharing at the service of the concrete implementation of the aforementioned instruments while benefiting from the voluntary character of its membership - a "coalition of the willing", and both leveraging and supporting several other ongoing efforts and existing platforms, coalitions and initiatives.

Elements of a Global Alliance Against Hunger and Poverty

The proposed Global Alliance Against Hunger and Poverty is envisaged to have a set of unique characteristics which are intended to make it laser-focused on the most pressing gaps in the international architecture to support poverty reduction and the fight against hunger, namely in the resourcing and technical support at country level, while at the same time avoiding duplication with international fora and making smart use of existing mechanisms and funding sources. This section briefly describes the proposed Alliance's vision, goals, basic principles, constituent parts (here called "pillars"), and suggested governance.

1.5   Vision

Support and accelerate efforts to eliminate hunger and extreme poverty (SDGs 1 and 2) while reducing inequalities, championing a just transition, and contributing to the achievement of other SDGs.

1.6   High-level Goals (Missions):

A. Provide sustained, political drive at the highest level by the Group of 20 and other Global Alliance Members, galvanizing collective action over other existing efforts to eliminate poverty and hunger across the world;

B. Promote and facilitate mobilization and better alignment of international support, including financial resources and knowledge, to enable large-scale country-level implementation of policy instruments and programmes that were already proven effective to advance these goals, especially in the countries most affected by hunger and high poverty levels.

1.7   Guiding Principles:

A. **Open membership and voluntary participation**: The Alliance should be global in nature and all willing countries can join this collective effort. The G20 is asked to lend its political support to the Alliance as a G20-born project, but, once launched, all interested countries can participate, as long as they subscribe to its goals and commitments. Actual membership and engagement will be voluntary for individual G20 members and non-G20 countries, leaving every country the option to join later if they so wish, according to each country's context and realities. Similarly, participation will be voluntary for each qualifying financial or knowledge fund, programme or organization wishing to contribute to the Alliance's goals under its Finance and Knowledge Pillars.

B. **Action-driven, focused on the "how"**: The Alliance will be laser-focused on organizing collective support for accelerating policy-driven action at the country level. It will focus on the "hows", *supporting bottom-up, country-driven, flexible implementation of a trusted basket of policy instruments*. It will avoid setting new global, top-down priorities, targets or action plans, merely working to support current ones. It will NOT create additional multilateral fora or working groups for debate or convergence beyond its own Summit, recognizing the legitimacy and sufficiency of existing multilateral mechanisms.

It aims to support the achievement of SDGs 1 and 2 and does not need to create new global high-level goals, targets or metrics.

C. **Nimble governance:** Dispensing with heavy bureaucracies, the proposed Alliance should have a light, simple, but at the same time effective governance composed of high-ranking representatives of leading, committed countries, and influential organizations and platforms in the social protection and food security spaces. The group should focus on leveraging and galvanizing existing institutions towards the Alliance's goals and processes.

D. **Network operation**: The Global Alliance will be a network of networks, mobilizing, galvanizing and elevating existing mechanisms and platforms bridging the social protection, poverty reduction and food and nutritional security communities, as well as the development and emergency communities.

1.8   Constituent parts (Pillars)

Fitting an action-driven initiative focused on the "hows", the Global Alliance would have at its core a flexible, evolving a trusted basket of social policy instruments dedicated to fighting poverty and hunger while reducing inequality and promoting a just climate transition. This basket of policies, to be implemented mostly at the national and sub-national levels, shall underlie all three proposed constituent Pillars of the Alliance:

National Pillar

The National Pillar is to be composed of the States which have pledged to:

A. Join forces to implement or, if already implemented, to improve and reinforce national policies and programs from a basket of evidence-based policy instruments to fight poverty and hunger. The specific country implementation of the chosen policies will, of course, be adequate and adapted to each country's realities and contexts;

And / or

B. Provide technical or financial assistance to the other Alliance members to support their implementation of the designated policy instruments

Finance Pillar

The Alliance's Finance Pillar will be composed of the combined resources from a wide variety of global and regional funds, development agencies, ODA sources, and public and private donors, which will have, under their own rules and mechanisms, pledged to support Alliance member countries in their national commitments to implement hunger and poverty reduction programs. In taking resourcing decisions, the Finance Pillar should prioritize the poorest countries and those most in need. The Alliance's Financial pillar could also make use of additional multilateral resources and funds, as well as innovative financial mechanisms, including, for example, official bilateral and multilateral debt swaps for SDG 1 and 2 policy implementation, national or international financial

resources originating from inequality reducing fiscal efforts, and international taxation initiatives.

Knowledge Pillar:

The constituents of the Alliance's third Pillar, the Knowledge Pillar, will form a Hub drawn from a qualified list of established organizations and knowledge centers dedicated to promoting technical assistance and lesson sharing among Alliance members. The Knowledge pillar shall focus its operations at the country level, aiming to help governments achieve the best possible implementation of the most effective national policies for each particular country's context. Drawing on past Group of 20 and other collective efforts, the Knowledge pillar shall leverage the SPIAC-B coordination mechanism, including the socialprotection.org platform.

1.9   Governance

As stated in the Principles section, the Global Alliance should have a light but nimble governance dedicated to ensuring the three Pillars fulfill their intended roles. These are the proposed governance mechanisms for the Alliance:

Summit against Hunger and Poverty

The Summit Against Hunger and Poverty will be the instance responsible for the Alliance's role of providing sustained highest-level thrust to accelerate action towards SDGs 1 and 2. It will be convened at least annually at the Head of State level as a meeting to be organized during the opening week of the UN General Assembly and/or during future G20 Summits. It will review the Alliance's accomplishments during the year and provide high-level mandates for its constituent Pillars.

Steering Committee

Key to the Alliance's proper function, the Steering Committee will comprise a relatively small group of committed high-level leaders from key Alliance constituents representing its three Pillars (Member Countries, financial partners, and knowledge partners). Steering committee members shall meet regularly, including online, but one of their most important roles will be to ensure that the work of their respective home countries, institutions and organizations is supportive and aligned with the commitments and pledges made under the Global Alliance.

Global Alliance Multi-Agency Secretariat

Headed by an Alliance Director, the Global Alliance's Secretariat will be composed of a small, dynamic, multi-agency team drawn from secondments by the UN Secretariat, the World Bank, FAO, ILO, UNICEF, WFP, and IFAD, funded by contributions from the Members, with possible secondments and institutional and in-kind contributions by member countries. The Secretariat roles will include: a) maintaining an operative online platform with streamlined access to knowledge and support channels for Alliance member countries regarding policy implementation; b) organizing the Global Summits;

c) supporting Steering Committee Meetings; d) representing the Alliance in establishing relevant partnerships and agreements with constituent and other organizations in support of its goals; e) liaise with and provide reports to the G20 Finance Ministers and the G20 Development Ministers.

Country level bureaus

Also key to the Alliance's work, the Country Level Bureaus shall be the entry point for Alliance country governments reaching out to seek support for implementing the designated policy instruments. The Bureaus shall liaise with the Steering Committee and Secretariat to mobilize the necessary support and resources for each case. To avoid the establishment of new bureaucracies, the Alliance's country-level Bureaus could be provided either by resident UN coordination offices in each country or by the national office of one of the Alliance's constituent organizations in its Secretariat, on a country-by-country basis.

The role of the G20 Task Force

The G20 Task Force for the Establishment of a Global Alliance Against Hunger and Poverty has the role of preparing the technical groundwork and negotiating the key features of the Alliance through regular meetings, refining the initial proposals outlined in this Issue Note and incorporating additional inputs. The Task Force will operate within a precise and time-constrained framework, with its mandate concluding at the end of the Brazilian presidency. This will help ensure the Task Force's focus on establishing a viable, robust, and autonomous Alliance, while preventing the creation of overly complex and unwieldy institutional frameworks for subsequent G20 presidencies to inherit.

The Task Force's objectives during Brazil's G20 Presidency encompass the following:

- **CHAMPION**: Elevate the fight against hunger and poverty to the forefront of the global agenda, contributing to the structural addressing of the root causes of these social challenges. Champion the enactment of a Ministerial-level Declaration on the Fight Against Hunger and Poverty, garnering high-level endorsement to launch the Alliance.
- **MOBILIZE**: Facilitate the recruitment of partners and generate interest in the Alliance across its three core pillars (National, Finance, and Knowledge) by fostering productive dialogues between representatives of public and private organizations from various states, the financial sector, as well as academia and research institutions.
- **COORDINATE**: Establish connections with select essential G20 Working Groups within both the sherpa and finance tracks, promoting the alignment of priorities and actions while ensuring that the Alliance is founded on robust intersectional principles.
- **PROVIDE INPUT**: Offer diverse perspectives and insights to shape the formation of the Alliance, ensuring comprehensive and well-rounded considerations. The dialogue among stakeholders from different sectors of society

and country governments is pivotal in defining a shared and cohesive strategy for addressing hunger and poverty.

Key Inputs – Reports from International Agencies

In addition to the current Issue Note, the Task Force's efforts will be supported by five key studies/reports, to be prepared by leading international organizations within their fields. Ideally, the G20 Task Force shall receive the reports by the end of January. The reports will inform the Task Force deliberations, as well as provide a substantive case for the proposed Global Alliance Against Hunger and Poverty and elements to compose it. This section outlines the subject matter and terms of reference of each of these five reports:

Report on trends and policy options to fight poverty and hunger and improving implementation

This study, to be led by the World Bank, shall:

A. Describe main global trends on poverty, hunger and inequality.
B. Take stock of policies that have been effective in lifting people out of hunger and poverty in a sustained way.
C. Assess gaps in implementation of those policies and estimated costs for improving their quality and coverage.
D. Considering the landscape in relation to the effectiveness of aid, including fragmentation and flows, suggest how the Global Alliance may help improve alignment in support of country-level implementation of policies to fight hunger and poverty.

Report on the way forward to supplying adequate and nutritious food for all while contributing to poverty reduction and rural development

This study, to be led by FAO, shall:

E. Highlight the current state of the food supply and the existing gaps towards achieving full availability of the proper quantities and quality of food to provide adequate and nutritious food, enabling healthy diets for all;
F. Project current, evolving and future demand for adequate and nutritious food for healthy diets, according to population projections, vis a vis the trends for food production, availability, distribution and access (both quality and quantity), highlighting the global, regional and local gaps.
G. List the key investments and actions needed to bridge the designated gaps, focusing on country-level action. In the case of private sector and market investments, point out the public sector policies that could help drive and unlock those investments; highlight the estimated cost of the full range of actions.

H. Fully consider throughout the study the key issues of food systems transformation, addressing impacts on human health, proper nutrition, culturally appropriate diets, rural development and local job creation, gender, poverty reduction, economic, social and environmental sustainability, and climate change adaptation and mitigation.

Report on the way forward to eliminate poverty and ensure access to basic human dignity and adequate nutritious food for all

This study, to be led by the Social Protection Inter-Agency Cooperation Board (SPIAC-B) and its component organizations, shall:

A. Take stock of social protection response to the pandemic to determine how countries have advanced (or not) in improving coverage, adequacy, targeting and comprehensiveness of their social protection systems. Particular attention shall be given to groups who suffer intersecting inequalities and are more likely to be left behind.
B. Map social protection and socioeconomic inclusion programmes implemented in the past decades and report on their impact on poverty and food security and nutrition as per the available evidence, including in relation to vulnerable groups such as women, children, elderly, disabled people, migrants, internally displaced people, and ethnic minorities. Instruments used to improve synergies and coherence across sectoral policies that address SDG 1 and 2 should also be documented.
C. Identify coverage, adequacy and comprehensiveness gaps in social protection, including on provision of access to adequate food and nutrition, covering both cash and in-kind mechanisms with a focus on both low-income and lower middle-income countries.
D. List key additional investments, policies, actions and interventions needed to bridge the designated gaps, with a focus on country-level action at scale.
E. Put forward strategies and/or align with existing G20 strategies to foster north-south, trilateral and south-south cooperation that allow sharing knowledge on "how to build effective social protection systems that address the structural causes of poverty and hunger while also being nutrition-sensitive, shock-responsive and helping to build resilience to different types of shocks.

Report on the Way Forward to Resilience: preventing Hunger and Poverty from rising as a result of different shocks

Bearing in mind that resilience is the ability of a system, community or society to resist, absorb accommodate, adapt, transform and recover from the effects of a hazard in a timely and efficient manner, this study, to be co-led by FAO and WFP, with contributions from UNICEF and other relevant organizations, shall include the following topics:

A. Assessment of Underlying Factors: Using common tools and available data, this study would aim to identify key factors contributing to the poverty and vulnerability of individuals, households, and communities. It would offer disaggregated information on how 'non-income'/social factors disproportionately increase certain societal groups' vulnerability to shocks and stresses, including climate change, conflicts, economic downturns, and health epidemics, and would further examine the integration of these social factors in resilience-building efforts and propose options to ensure that no one is left behind.

B. Assessment of Current Climate Vulnerabilities: The study would help identify and evaluate resilience-building measures to be implemented in countries and regions most susceptible to climate-induced shocks. By consolidating existing vulnerability analysis and mapping from IPCC and other sources, it should pinpoint areas where climate change severely impacts or is expected to impact food security and local economies and discuss the most advisable and cost-efficient policies and other interventions, to foster targeted adaptation for the poorest.

C. War and Conflict Impact Analysis: As conflict remains a significant contributor to hunger and displacement, a thorough examination of its effects on food accessibility and affordability is crucial. While the areas requiring immediate humanitarian aid are evident and highlighted in the relevant humanitarian circles, this study should focus on identifying critical areas where it might be advisable to implement long-term resilience building policies and other measures that could prevent or mitigate the impact of potential new conflicts, especially those driven by hunger and poverty.

D. Health Emergencies: Given the profound impact of pandemics on global food systems, it's vital to analyze and establish preventive measures. Drawing upon WFP's and FAO's efforts during the Covid-19 crisis, which provided essential logistical and supply chain support, the study should delineate strategies to maintain food supply chains during future health emergencies, with special focus on resilience measures to protect the most vulnerable from extreme poverty and hunger.

E. Causes and Impacts: Beyond the aforementioned factors, the study should encapsulate other actual or potential causes for shocks exacerbating hunger and poverty, including, for instance, market-based price shocks and financial crises, and discuss the most efficient measures and interventions that could increase resilience for the poorest.

F. Assessment of Protective Systems Against Poverty and Hunger: Recognizing the presence of existing systems and local solutions that address poverty and hunger while contributing to resilience, the study will focus on their shock responsiveness, methodically mapping these systems' ability to sustain and scale up support during crises, evaluating their role in bolstering resilience, and suggesting strategies for enhancing these shock-responsive systems for mid to long-term effectiveness.

Report on Funding and Resource Mobilization to Fight Hunger and Poverty

This study, to be produced by March 31, 2024, with contributions from relevant institutions, shall:

A. Map all existing major funding sources, funds, institutions, and instruments at global and regional levels that could be leveraged and galvanized to support the implementation of trusted, impactful, and evidence-based country-level policies, including the necessary institutional capacity and infrastructure, in the domains of social protection, poverty reduction, social-economic inclusion, and pro-poor shock resilience.

B. Describe and analyze each funding source approach, methodology and priorities, seeking to highlight each one's extent of alignment, strengths, and potential limitations with regard to being put at the service of accelerating implementation of country-level policies and suggest what steps could be taken to improve such alignment.

C. Examine the current international financing landscape for pro-poor policies from the demand perspective, examining funding gaps as well as obstacles to access to finance, especially from the countries most in need, including those related to fragmentation, misalignment of source terms and scope with the necessary in-country modalities, misalignment of programming cycles, limitations of project scale, and others.

D. List and discuss the feasibility of potential novel and/or additional funding sources that could be mustered for the fight against hunger and poverty and to promote the reduction of inequalities, including possible innovative financial and taxation mechanisms, bilateral and multilateral debt swaps against investment in policy implementation, and others.

E. Discuss the possibility, advantages and disadvantages of establishing a new, streamlined fund and/or fully reforming an existing fund to serve as a streamlined avenue for supporting the implementation of trusted country-level policies against hunger and poverty.

In addition, the Task Force will benefit from inputs from other G20 Working Groups and Task Forces, especially in the Finance track and the Development Working Group. In particular, the International Taxation Agenda and the International Financial Architecture Working Group will also produce reports and studies on innovative financing mechanisms that may be adequate for the Alliance´s purposes.

ROADMAP, MILESTONES AND KEY PRODUCTS

Commencing with the inaugural presentation of the Task Force during the joint Sherpa's and Finance Meeting in December, and culminating with the high-profile launch of the Alliance during the G20 Summit in Rio de Janeiro in November, this Task Force tentative roadmap delineates the essential meetings, milestones and products to enable the Group of 20's concerted endeavors to reinforce the global fight against hunger and poverty.

Tentative Date	Event	Location	Milestone / Product
December 13, 2023	Task Force Launch at the Sherpa's Meeting.	Brasília	Launch, presentation and initial discussion of the Issue Note during a joint session of the Sherpa and Finance tracks.
January 31, 2024	-	-	Publication and circulation of the four main reports from international agencies.
February 21-23, 2024	First online meeting of the Task Force.	Virtual	Presentation and discussion of the four policy reports. Initial presentation and discussion of design for the Global Alliance Against Hunger and Poverty.
March 20-22, 2024	First in-person Technical Level Meeting of the Task Force.	Brasília	Presentation and first discussion of a draft Declaration on the Fight Against Hunger and Poverty. Inputs on the foundational set of policies and programs to be covered by the Global Alliance. Continuing inputs and discussion on other aspects of the Alliance.
April 19-21, 2024	Side event at the IMF-World Bank Spring Meetings in the Finance track, on innovative financing mechanisms for fighting hunger and poverty.	Washington, DC	Presentation and discussion of the report on the mapping of financial sources.

			Presentations by the World Bank, the IMF, and other key partners on possible financing mechanisms for the Alliance´s Finance Pillar; discussion among G20 countries.
May 22-24, 2024	Second in-person Technical-Level Meeting, held back-to-back with the Development Working Group Technical-Level Meeting.	Teresina	Finalization of the Draft Declaration on the Fight Against Hunger and Poverty and the Reduction of Inequalities. Consolidation of the outline and founding instruments of the Global Alliance Against Hunger and Poverty among prospective members.
June 2024 (date TBC)	Optional Online Technical-Level Meeting of the Task Force, if required.	Online	Finalization of the Draft Declaration on the Fight Against Hunger and Poverty and the Reduction of Inequalities.
July 24, 2024	Ministerial-Level Meeting of the Task Force, in conjunction with the Development Working Group Ministerial Meeting and Finance Ministerial Meeting.	Rio de Janeiro	Launch of the Joint Ministerial Declaration on the Fight Against Hunger and Poverty and the Reduction of Inequalities. Announcement of key founding members, partners and funding for the launch of the Global Alliance. Closing of the formal work of the G20 Task Force.
September/ October 2024	Informal Meetings among Prospective Alliance Members and Partners.	-	Prospection of additional launch members of the Global Alliance. Continuing inputs and adjustment of the Alliance's outline and founding instruments.
November 2024	G20 Summit.	Rio de Janeiro	High-Level Launch of the Global Alliance Against Hunger and Poverty.