GLOBAL ALLIANCE AGAINST HUNGER AND POVERTY

# Global Alliance Against Hunger and Poverty Guidance Note on FfD4 Negotiations

*Getting the fight against hunger and poverty back on track*

April 24, 2025

## *Context and purpose*

The Fourth Financing International Conference on Financing for Development (FfD4) presents a great opportunity to mobilize the necessary financing to ensure progress towards ending poverty in all its forms everywhere (SDG 1) and achieve zero hunger (SDG 2). The Core Group of the Global Alliance's Board of Champions, in its meeting held on April 7, 2025, discussed preparations and joint inputs for the 4th Financing for Development Conference in Seville (FfD4), and, with respect to its Outcome Document, agreed to "*push for the inclusion of improved, strong language on financing the fight against hunger and poverty in the FfD4 final declaration, which could be done by coordinating specific language suggestions across delegations which are also Global Alliance members. A Guidance Note with language suggestions will be prepared by the interim Support team with contributions from FAO, IFAD, ILO, UNICEF, USP2030 and other willing contributors*."

This Guidance note was therefore prepared with a view to inform upcoming negotiations in NY during the week of April 28- May 30 and future sessions. Due to the very short time for preparations, this note was prepared, as requested by the Core Group, with inputs from all the listed organizations and offered here as a suggestion for FfD4 negotiators of countries and organizations members of the Global Alliance Against Hunger and Poverty.

The suggestions in this note do not represent negotiated language and do not bind or commit the positions of Alliance members. However, they do represent a high-level convergence regarding the most important concepts, assertions and commitments that must be properly contemplated in the FfD4 Outcome Document from the perspective of the Global Alliance's vision, objectives and approach, which have been endorsed by its 182 members, including 93 member countries, 28 international organizations, 10 international financial institutions, and 51 foundations and other knowledge organizations.

The suggestions in this note are also not exhaustive, tactically leaving out other important concepts and areas in name of prioritizing at most four crucial topics and respective language suggestions. It is recommended that delegations consider this note jointly with the Joint Statement from the Global Partnership for Universal Social Protection (USP2030) Financing Working Group and the UN Special Rapporteur on Extreme Poverty and Human Rights, which has additional guidance and context on some of the topics covered by the present Guidance Note.

## *TOPIC 1: Reversing erosion and fragmentation in international development cooperation for SDG 1 and 2 and enabling large scale country-led action*

### Context

The Global Alliance Inception Document, its key political declaration originally issued by the G20 in July 2024 in Rio and later endorsed by all current 178 members of the Alliance through their

Statements of Commitment, recognized fragmentation in international development cooperation as a significant factor hindering the achievement of SDGs, and particularly prevalent in SDG 1 and SDG 2. This finding was backed by two independent reports (ODI and World Bank) commissioned by the Brazilian G20 Presidency, and recognized by the Alliance in these terms:

In the previous twenty years, official financial aid flows to the global fight against hunger and poverty have been increasingly destined to smaller-scale, pilot, and local projects, and less towards national scale, government-led policies, and programs.[...] Fragmentation can pose aid coordination challenges such as increased transaction costs, unsustained and sometimes conflicting policies, and could stretch recipient countries' capacity to manage diverse requirements and implement coordinated policies. This makes it vital to promote recipient countries ownership and leadership by creating an enabling environment and a long-term framework for international financial flows, which will help streamline aid mechanisms. It will also facilitate coordination and continuity amongst diverse forms of development cooperation to ensure they are harmonized and maximize their contribution to long-term national development priorities and country-owned policy and program implementation for effective and efficient poverty and hunger alleviation efforts. – *Global Alliance Inception Document*

More recently, fragmentation issues have been compounded by a worrying trend: cuts in ODA budgets from major traditional donors. As challenges grow and resources shrink, reversing this trend is essential—ending hunger and poverty benefits all. At the same time, these cuts increase the urgency of a more effective cooperation, especially for social protection and other proven programs that can alleviate poverty, hunger, food insecurity, and malnutrition.

Instead of piece-meal, pilot-scale, project-based approach, dwindling and fragmented development assistance budgets need to coordinate, synergize and unite behind supporting the implementation country-led, large-scale programs that can ultimately be funded by the implementing countries themselves.

The Global Alliance Against Hunger and Poverty promotes national self-sufficiency over dependency, seeking to coordinate finance and knowledge partnerships in order to support governments—especially in the poorest countries—with the resources and knowledge to serve their populations. Its approach should be recognized in the FfD4 Outcome Document, and strong commitments must be made to reverse the erosion and fragmentation of ODA and international development cooperation against hunger and poverty.

## Language suggestions

**Paragraph 30**

The language of the opening paragraph of section C of the Outcome Document (current paragraph 30) should be reinforced with references to building stronger country ownership and strengthening initiatives that contribute to reduce fragmentation and empower countries to implement their own programs (**suggested language additions highlighted and in bold**):

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> *P. 30 International development cooperation continues to make a significant contribution to realizing sustainable development and implementing the 2030 Agenda. Recent shifts and reductions of Official Development Assistance (ODA) amidst changing political priorities have put development cooperation under stress. South-South Cooperation (SSC) is a complement but not substitute for North-South cooperation, and has been expanding, as has triangular cooperation. MDBs, which are in a unique position to accelerate financing for sustainable development, have taken significant steps to expand their financial capacity and enhance their development impact. But overall, development cooperation has not kept pace with rising and evolving needs of developing countries, especially* ***in low and lower middle income countries*** *and countries in special situations; persistent poverty and inequality, climate-induced disasters, and crises are increasing demands on limited resources.* ***Rising fragmentation, insufficient country ownership,*** *and lack of alignment with country priorities have undermined the effectiveness of support. Growing fragmentation is also increasing transaction costs,* ***circumventing and overstretching recipient governments****, and runs counter to long-standing effectiveness principles. There is an urgent need to refocus international development cooperation on poverty* ***and hunger*** *eradication.* ***to use it catalytically to reinforce countries' own capacities to implement poverty and hunger reducing policies and programs****, to accelerate sustainable development, and mobilize other sources of finance, both public and private,* ***towards those goals.*** *This requires reforming the development cooperation architecture – globally and in countries – as a basis for a more effective and coherent cooperation that honours existing commitments, meets emerging needs, prioritises country leadership, and focuses on sustainable development impact.* ***We therefore call for the strengthening of initiatives which promote more effective international support for poverty and hunger eradication by addressing fragmentation and promoting greater alignment towards large scale, evidence-based public policies.***

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### Paragraph 32

Current paragraph 32,, which is headed as "To strengthen the effectiveness of development cooperation in all its forms, including reducing fragmentation and enhancing impact: ", **it is proposed that Alliance members propose and support a new additional item "e) bis**" which explicitly encourages the coordination of international development cooperation through special-purpose mechanisms, including the Global Alliance, thus:

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*P. 32 - e) bis We will strive to increasingly coordinate and leverage development cooperation through mechanisms and systems designed to better consolidate and channel consistent support from diverse partners, including MDBs, bilateral aid agencies, and knowledge and South-South cooperation partners towards nationally-owned strategies and programs, including, inter alia, the Global Alliance Against Hunger and Poverty and the UN Accelerator for Jobs and Social Protection.*

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**Paragraph 34**

In current paragraph 34, item d), an insertion is proposed to ensure that climate finance does not erode other forms of development finance (proposed **addition highlighted and in bold):**

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*P. 34 d) We commit to enhance consistency and transparency in ODA and climate finance reporting, **to ensure that climate financing in no way erodes ODA for sustainable development or other forms of development finance**, and to better measure impact of financing on development and climate, and to this end decide to set up an intergovernmental working group under the auspices of the General Assembly, with representation from all relevant ministries, to make proposals thereto, in consultation with other relevant stakeholders, including the Standing Committee on Finance under the UNFCCC.*

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**Paragraph 44, item a)**

In current paragraph 44, item a), on debt sustainability, **it is suggested to add poverty reduction, economic inclusion and agrifood systems transformation** in the bracketed example list of sectors that should be accounted as investments in debt sustainability assessments.

## TOPIC 2: Addressing Hunger and Malnutrition

### Context

Hunger has increased substantially since the Third Financing for Development Conference and the adoption of the 2030 Agenda for Sustainable Development: Global levels of undernourishment have increased from 570.2 million in 2015 to between an estimated 713 to 757 million people being undernourished as of 2023 (with a mid-range estimate of 733 million). More than 582 million people are projected to be chronically undernourished in 2030, of which more than half in Africa.[1]. While some advances have been made towards the goal of ending all forms of malnutrition (such as improvements in the global rates of stunting and wasting among children under five), in the current scenario none of the seven global nutrition targets are projected to be met by 2030.

**It is crucial to leverage the role of financing for development to prevent and mitigate food crises and malnutrition:** Food related crises have significantly contributed to the overlapping crises and mutually reinforcing shocks and remain a crucial challenge for the achievement of the 2030 Agenda and its SDGs. Nearly 282 million people across 59 countries experienced high levels of acute hunger in 2023, with acute food insecurity worsening across 12 countries between 2022 and 2023[3], The new FfD global framework should address the drivers of overlapping crisis with explicit emphasis on the drivers of food crises and malnutrition.

**Addressing the hidden cost of unsustainable agrifood systems:** The environmental, health and social hidden costs of agrifood systems amount to 10 trillion dollars; these hidden costs are a greater burden to low-income countries[4].

**Ensuring adequate financing for agrifood systems is essential for the economic growth of the poorest countries:** Low-income countries (LICs) and Lower-middle income countries (LMICs) not only face the most acute challenges in terms of food insecurity and undernourishment, but their economies are also highly dependent on agrifood systems. The large majority of low-income countries and many lower-middle income countries are also substantially dependent on agriculture

In conclusion, leveraging the role of Financing for Development to transform agrifood systems and to prevent and mitigate food crises require action across all Addis Ababa action areas. There is a need to increase the volumes and improve the quality of domestic public resources, international development cooperation focused on SDG2 and domestic and international private finance. It is equally critical to promote the role of trade, debt and debt sustainability, and science, technology, innovation and capacity-building for food security and nutrition.

## Language suggestions

The draft zero of the FFD 4 outcome document had an important section (paragraph 17) with commitments related to SDG2. Such commitments are no longer part of the 1st draft outcome document. **Building on the previous draft language included in the zero draft, the following proposed commitment would be very important**:

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*8bis. We commit to scale up efforts to address the major drivers of food insecurity and malnutrition, prevent and mitigate food crises and invest in agrifood systems transformation, using a long-term, strategic approach that ensures better alignment, adequacy and synergy among the available sources of financing. Among important interventions in this sense, we highlight strengthening and re-orienting domestic support, increasing development finance flows towards agrifood systems, and leveraging innovative finance (including debt swaps and blended finance) for food security and nutrition. (based on zero draft paragraph 17)*

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Furthermore, there is space to strengthen the link between fiscal systems and development outcomes and ensure dedicated financing for critical social sectors, including food security and nutrition. **That could be done by adding the following item to paragraph 22:**

***j) bis. We commit to aligning fiscal policies and public financial management reforms with social sector development outcomes. This includes delivering public services and addressing financial challenges in critical areas such as food security and nutrition, social protection, education, health and water, sanitation, hygiene and agrifood systems transformation to enhance the efficiency and effectiveness of allocated funds.)***

Considering the recurrent shocks, **paragraph 27 could mention the importance of developing public-private catastrophic insurance programmes.** Considering the central role of of International Development Cooperation for food security and nutrition particularly in LICs and LMICs**, it would be important to refer to poverty and hunger in paragraph 30**. Finally, paragraph 47 could encourage the creation of a permanent food import financing facility to provide food-specific balance of payments support for net food importing LICs and LMICs

## *TOPIC 3: Protecting and expanding social protection spending*

### Context

SDG 1.3 commits to achieving universal social protection by 2030. Amidst global challenges such as decelerated progress on poverty reduction over the years, slow economic growth, political instability, geopolitical tensions, and the ongoing climate crisis, enhancing social protection coverage is a crucial and strategic investment. It not only provides economic and fiscal benefits but also serves as a safeguard and catalyst for resilience.

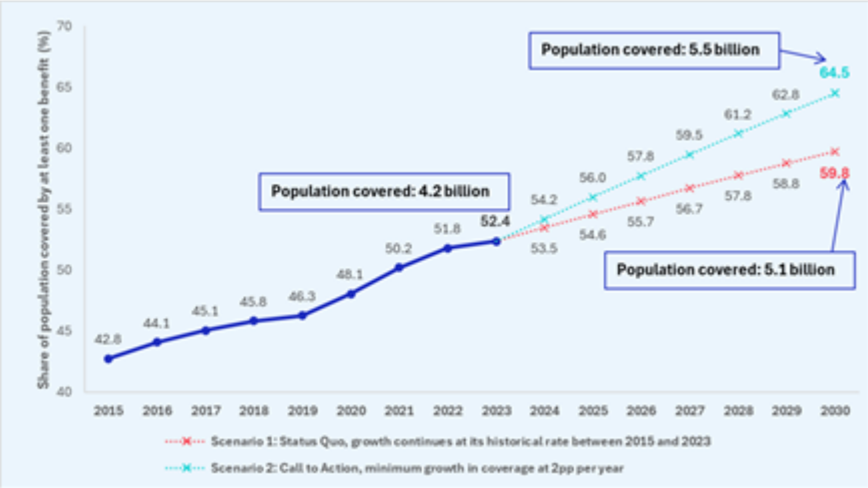
To accelerate progress towards SDG 1.3, it is crucial to increase coverage by at least two percentage points per year, focusing on populations and countries with the greatest gaps. The 2 percentage points yearly growth target is feasible and achievable based on performance observed in 42 countries representing half of the global population. Between 2015 and 2023, 42 countries and territories, representing 51 per cent of the global population, achieved an average growth rate in aggregate social protection coverage at or above 2 percentage points per year.

The two percentage points per year increase in social protection effective coverage is in line with the concerted push by members of the Global Alliance to expand cash transfer programmes, including the World Bank pledge in 2024 to extend social protection to 500 million people by 2030, and the commitment by UNICEF to work with government and development partners to reach 1 billion children with cash benefits by 2030

According to ILO calculations in Figure 1, if current trends on social protection effective coverage are maintained, the proportion of population covered by at least one social protection cash benefit in 2030 will be 59.8% or 5.1 billion (Status Quo Scenario). If all countries comply with the minimum annual growth rate in social protection coverage of at least 2 percentage points, the proportion of population covered by at least one social protection cash benefit will be 64.5% or 5.5

billion. Therefore, complying with the annual growth target of 2 percentage points means providing at least one social protection benefit to an additional 400 million people in 2030 (See figure 1).

**Figure 1. Share of population covered by at least one social protection benefit (SDG indicator 1.3.1) in 2030**




Source: ILO Calculations.

Achieving a growth in social protection effective coverage of 2 percentage points per year in each of five key social protection cash benefits would require only an investment of US$17.4 billion or 0.04 per cent of their GDP per year. This compares to the additional US$ 1.4 trillion or 3.3 per cent of the aggregate GDP (2024) of these countries per annum to ensure both a social protection floor and essential health care for all.

It is also paramount to ensure sustainable financing for social protection in all contexts. A coordinated approach is essential, leveraging domestic and international funding sources, including humanitarian, development, private sector, and climate finance. Diversifying financing sources is crucial for sustainability and ensuring predictable funding for countries aiming to invest in social protection floors. Establishing these floors is a multi-year endeavor, particularly for low- and middle-income countries, requiring strategic financial planning to build political will and boost domestic resource mobilization. Streamlining various forms of international support for social protection can help achieve these goals, with Official Development Assistance (ODA) for social protection used strategically as a catalyst.

## Language suggestions

It is strongly suggested that Alliance members contribute to keep or reinforce the current language in Paragraph 22j of the FfD4 outcome document, which reads:

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*"We encourage countries to integrate the financing of social protection floors aligned with International Labour Organization recommendations into their country-led plans and strategies and will support countries that aim to increase social protection coverage by at least two percentage points per year.*

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It is further suggested to further highlight the alignment of fiscal systems with social protection outcomes by committing to protect and expand social protection spending in government budgets (insertion in paragraph 22 e) and mention the importance of diversifying sources of financing for social protection for better predictability,

## *TOPIC 4: Climate finance must protect the poorest and finance human-centered adaptation and resilience*

### Context

Climate change is not a distant threat—it is an acute and accelerating crisis with the power to reverse decades of development progress. People living in poverty, are disproportionately exposed to extreme climate events. By 2030, it could push more than 130 million people back into poverty (WEO, 2023; Jafino et al., 2020; Hallegatte et al., 2016). The countries most affected by climate change are mainly low-income countries, rely heavily on agriculture for income, and are vulnerable to extreme weather, but they are also the least responsible for the greenhouse gases warming the earth. Those least responsible—poor families, women, children, and marginalized communities—are suffering the worst consequences.

In this context, climate finance—additional to traditional ODA—offers a transformative opportunity. To deliver on its promise, climate finance must move beyond infrastructure-heavy mitigation and place human-centered adaptation at its core. This means:

- Protecting lives through adaptive social protection and shock-responsive systems;
- Preserving livelihoods by investing in climate-resilient food systems, especially for smallholders and pastoralists;
- And preventing hunger through early action, nutrition-sensitive programs, and cash transfers that reach the last mile.

Yet, current financing flows fall short. Only a fraction of climate finance reaches those most at risk, and even less is directed toward poverty alleviation or hunger and malnutrition reduction.

### Language suggestions

To ensure climate finance protects the poorest and finance human-centered adaptation and resilience, it is suggested that Alliance members advocate to reinforce the current wording in paragraph 34h, highlighting the most vulnerable populations **(additions highlighted in bold):**

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*34.h. We commit to ensure that developing countries, in particular those vulnerable to the adverse impacts of climate change, including ocean and mountain economies, receive sufficient climate finance to support mitigation, adaptation and resilience-building* ***as well as safeguard investment for critical social sectors and populations in situation of poverty and vulnerability****, including through financing instruments such as carbon finance, risk insurance and guarantees, catastrophe bonds, climate resilience funds, debt swaps, and climate resilient debt clauses that can adequately respond to their needs and priorities, and commit to increase capacity building at the country level to access climate finance.*

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It is also suggested to highlight the importance of the role and relevance of social protection as an essential component of climate action in paragraph 34:

***34.j. We recognize the role and relevance of social protection as an essential policy action to accelerate climate action.***

## *Immediate steps*

Global Alliance Champions and focal points for other Alliance members are invited to share this note with maximum urgency to the relevant officers from their countries and organizations which are directly involved in FfD4 negotiations, noting that negotiations resume on April 30, 2025, during the 4th PrepCom – see negotiations timeline and other information here: https://financing.desa.un.org/ffd4 .

Language suggestions across the four topics addressed in this note are precisely that: *suggestions* to guide negotiators. This note recognizes that there can be multiple different options for specific language formulations and placement in the Outcome Document that could also appropriately contemplate the above concerns.

**Hunger and extreme poverty are not the most complex among the challenges currently facing humanity**. With decisive collective action, they can be overcome relatively quickly. If the world fails in eliminating hunger and extreme poverty, it cannot hope to succeed in other sustainable development goals.

With regards to FfD4, the key appeal is for negotiators from countries and organizations which are members of the Global Alliance to make all efforts ensure the four priority topics above are properly contemplated in the final results of the negotiations, in the strongest possible language, while properly allowing for different specific text solutions.