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SUSTAINABLE
DEVELOPMENT
GOALS



FAO FRAMEWORK ON RURAL EXTREME POVERTY

Towards reaching Target 1.1 of the
Sustainable Development Goals



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Abbreviations and acronyms

CCA	Common Country Assessments	MPI	Multidimensional Poverty Index
CPF	Country Programming Framework	NAPs	National Adaptation Plans
ECLAC	Economic Commission for Latin America and the Caribbean	NDCs	Nationally Determined Contributions
ESM	Environmental and Social Management Guidelines	OPHI	Oxford Poverty and Human Development Initiative
FAO	The Food and Agriculture Organization of the United Nations	RAI	Responsible Investment in Agriculture and Food Systems
FIRST	Food and Nutrition Security Impact, Resilience, Sustainability and Transformation programme	RuLIS	Rural Livelihoods Information System
FPIC	Free, Prior and Informed Consent	SDGs	Sustainable Development Goals
IFPRI	International Food Policy Research Institute	UNDAF	United Nations Development Assistance Framework
ILO	International Labour Organization	UN DESA	United Nations Department of Economic and Social Affairs
LIC	Low-income countries	VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
LMIC	Lower middle-income countries		
MIC	Middle income countries		

1

Introduction:

Why is this Framework necessary and why now?



Global progress on poverty reduction has been unprecedented, benefitting all, including the extreme poor¹. Over the last 35 years, the standard of living of the majority of the population in the developing world has improved alongside high levels of economic growth and the improved wealth of nations. According to the World Bank (2018a), the number of people living in extreme poverty globally fell from nearly 2 billion in 1990 to 736 million in 2015, representing a drop from over 36 percent of the world's population to 10 percent. Studies also show that, considering these recent declines in poverty rates, reducing inequality will have a greater impact on poverty reduction than economic growth (Olinto *et al.*, 2014). However, as cautioned by Laborde and Martin (2018), a slowdown in global growth is underway and is expected to continue, which will impede or even reverse progress, particularly for rural areas in the poorest countries.

Given these trends, the ambitious goal of *eradicating extreme poverty for all people everywhere* – set at the highest level on the global development agenda as “Target 1.1” of the Sustainable Development Goals (SDGs) – will not be fulfilled unless explicit actions to reach the extreme poor are taken.

Target 1.1 of the SDGs corresponds directly to one of three global goals of The Food and Agriculture Organization of the United Nations (FAO): ending poverty.² FAO is committed to stepping up its efforts in the global fight to eradicate extreme poverty by 2030. Today, most of the world's extreme poor live in rural areas. They are the most vulnerable to food price volatility and the most dependent on agricultural activities and access to natural resources and biodiversity for their food security and their livelihoods. While deprived in several dimensions of well-being, most of the extreme poor have – albeit limited – productive capacity and knowledge that needs to be recognized and supported. For FAO, going the extra mile to reach the extreme poor, particularly those living in rural areas, is not just a

moral imperative. It is also strategic, as it will ensure the achievement of the other two global goals of the Organization: eradicating hunger, food insecurity and malnutrition, and fostering the sustainable management and utilization of natural resources.

Achieving SDG 1 is linked to reaching the fulfilment of other SDGs (Pradhan *et al.*, 2017, see Figure 1). Focusing the work of FAO on reaching the poor, and the *rural* extreme poor in particular, is central to helping FAO's Member States reach other SDGs, and in particular SDG 2 – end hunger, achieve food security and improved nutrition and promote sustainable agriculture – which is at the core of FAO's mandate. A focus on the extreme poor will also enhance countries' capacity to reach other SDGs which are integrated in FAO's work, such as Goals 5 (Gender equality), 8 (Decent work and economic growth), and 10 (Reducing inequalities); it can also help countries address some of the potential trade-offs between reaching SDG 1 and other SDGs, particularly with Goals 12 (Responsible consumption), 13 (Climate action), 14 (Life below water), and 15 (Life on land). Moreover, a focus on the rural extreme poor will ensure that FAO's actions leave no one behind, which is at the heart of the 2030 Agenda.

FAO recognizes that there is no fast track to eradicating rural extreme poverty. Reaching the extreme poor requires not only a profound understanding of extreme poverty and how it relates to other challenges, but also dedicated and integrated actions, involving more participatory processes with main stakeholders; building long-term and more sustainable partnerships and trust; and ensuring lasting, coordinated actions across sectors.

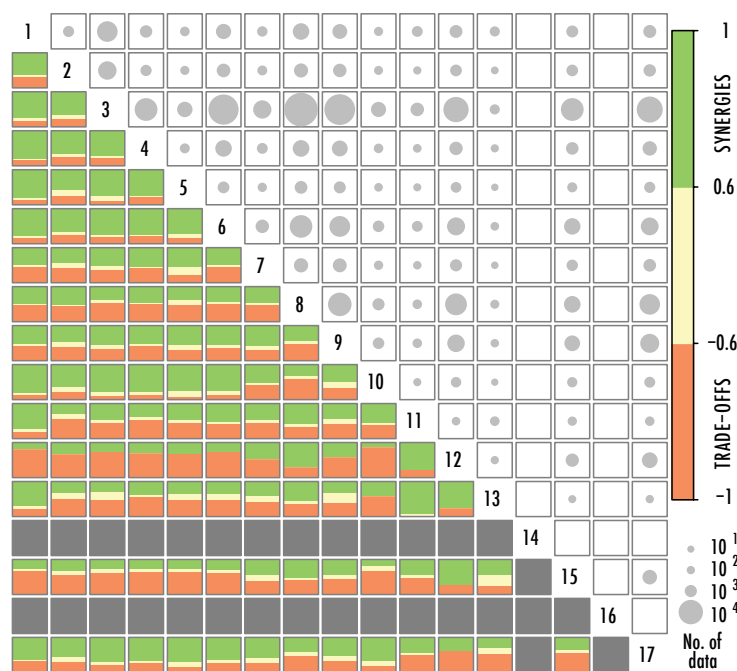
Recognizing this, *the Corporate Framework on Rural Extreme Poverty* has been established to orient the relevant work of the Organization towards reaching Target 1.1 of the SDGs. The Framework is in line with and reinforces the application of other Corporate Frameworks, particularly those related to gender equality, social protection, sustaining

¹ According to the World Bank, USD 1.90 a day is the extreme poverty line and represents the poverty line typical of the world's poorest countries.

² The other two global goals of FAO are (1) eradicating hunger, food insecurity and malnutrition, and (2) fostering the sustainable management and utilization of natural resources.

Figure 1. Observed synergies and trade-offs within SDGs

Observed synergies and trade-offs between the SDGs. The colorbars represent the shares of synergies (green), non classifieds (yellow), and trade-offs (orange) observed between the SDG pairs for the entire dataset. The gray bar depicts insufficient data. The area of the circle in the boxes indicates the number of data pairs (see the legend for comparison). The SDGs are represented by the numbers in the diagonal. Both positive and negative correlations are observed among the SDG pairs with SDG1 (No poverty) expressing synergies among most other SDGs. SDGs 12 (Responsible consumption and production) and 15 (Life on land) have mostly showed trade-offs with most other SDGs.



Source: Pradhan et al., 2017

peace, and migration. Based on FAO’s mandate and building on the “Theory of Change” – from Strategic Programme 3 on Reducing Rural Poverty (SP3) – the Framework identifies four key areas to reach the rural extreme poor:

1. **Ensuring food security and nutrition** – including making the interconnections between poverty and hunger explicit.
2. **Promoting economic inclusion** – enhancing the contribution of food and agriculture related sectors towards reducing extreme poverty.
3. **Fostering environmentally sustainable and resilient livelihoods** recognizing the wide diversity of the livelihoods of the extreme poor and their interdependency with the environment, as well as the need to integrate poverty reduction into climate change action.
4. **Preventing and protecting the extreme poor against risks and shocks** – emphasizing prevention, preparedness and appropriate response to the risks that the extreme poor face.

Overall guidance and monitoring of the operationalization and implementation of the Framework will be led by SP3, while responsibility for the implementation of the Framework will lie with the Organization as a whole – including technical divisions and decentralized offices – and be promoted and sustained by FAO Governing Bodies. To ensure its operationalization, the Framework establishes the following five deliverables:

1. **Better align the areas of FAO’s mandate into global and national actions to eradicate extreme poverty.** FAO will strengthen its position among the leading global partners committed to eradicating extreme poverty, and further embed the areas of its mandate – food security, agriculture, fisheries, forestry, natural resource management, biodiversity and food systems – into global and national efforts to eradicate extreme poverty and achieve SDG Target 1.1.
2. **Increased capacity to reach the extreme poor by undertaking poverty analysis.** FAO will increase its own and its partners’ capacity to integrate poverty

analysis into the formulation and implementation of its projects, programmes and policies, including the Country Programming Framework (CPF), Common Country Assessment (CCA), and the United Nations Development Assistance Framework (UNDAF).

3. **Develop dedicated and integrated approaches for the rural extreme poor.** FAO will increase its support to the development of dedicated and integrated approaches to reach the extreme poor, ensuring that their needs and aspirations are addressed, and encouraging their voice and participation in the decisions that affect them. At least 20 percent of FAO projects will explicitly target the extreme poor.
4. **Ensure that FAO's actions do not create poverty.** FAO will consider the different opportunities, as well as the trade-offs, as regards reaching Target 1.1 and other SDG goals simultaneously. FAO will emphasize the principle of “do no harm” in its work to avoid an increase of poverty and inequality, strengthening its application through the use of social and environmental safeguards and stakeholder consultation mechanisms.
5. **Account for FAO's contribution to SDG 1, and in particular, to Target 1.1.** FAO will monitor and report on its impact on *rural extreme poverty* reduction through both its regular technical assistance, and the work it implements jointly

with partners. Systems will be put in place to track FAO's work on *rural extreme poverty* and to increase the Organization's capacity to conduct impact assessments of key projects and programmes – including allocating the required resources to do so.

Undoubtedly, the FAO Corporate Framework on *Rural Extreme Poverty* presents both challenges and opportunities for the Organization. However, with its long-term view of sustainable development, FAO will be better positioned to strategically align its mandated areas of work related to poverty reduction; present a clearer picture of the distributional consequences of FAO's policies, projects and programmes; and target populations and communities that are most in need of dedicated, long-term support.

The following sections provide further details in relation to the FAO Corporate Framework on Rural Extreme Poverty. Section 2 defines the scope of FAO's Corporate Framework on Rural Extreme Poverty. Section 3 outlines the Framework's objectives, vision and principles. Section 4 describes FAO's strategy on how the Organization will support countries in their efforts to reach Target 1.1 of the SDGs, highlighting the four key areas to focus more explicitly on, to reach the extreme poor in rural areas. Finally, section 5 describes an action plan with the five deliverables required to implement the Framework, which the Organization aims to have in place by 2020.

2

Scope



Measurement of extreme poverty

Poverty can be measured over a number of dimensions. Examples of these dimensions include a person's level of income or expenditure, health and/or educational status, living standards and/or ownership of key assets, and the use of a threshold based on a minimum, socially acceptable state of well-being. Clearly, the manner in which poverty is measured determines the extent and the nature of the challenge for eradicating extreme poverty, as well as how the challenge is perceived, understood and addressed.

SDG indicator for Target 1.1 is based on a monetary definition of poverty, using a threshold established by the World Bank³, which captures the income or expenditure dimension of extreme poverty. The target indicator initially defines extreme poverty as those individuals living below the current international extreme poverty line of USD 1.90 a day. This measure is designed to be comparable across countries and is used primarily to track global extreme poverty, while

poverty lines prepared by national governments are more appropriate for country level measurement and policy discussion.

Multidimensional poverty measures complement monetary poverty as they provide insight into the different dimensions and degrees of deprivation and vulnerability of the extreme poor. One of the most widely used measures at global level is the Multidimensional Poverty Index (MPI) developed by the Oxford Poverty and Human Development Initiative (OPHI), which captures the most relevant deprivations faced by individuals in terms of health, education and living standards. This and other multidimensional poverty indices have also been adopted and adapted by many national governments to measure extreme poverty and guide policy. Multidimensional indices can also encompass dimensions of social exclusion, including gender inequalities, insecurity, powerlessness and injustice.

BOX 1 WHAT MEASURE WILL FAO USE?

FAO will use the World Bank extreme poverty indicator of USD 1.90 a day, the established measure for Target 1.1, as well as other monetary-based measurements – e.g. from the Economic Commission for Latin America and the Caribbean (ECLAC) for Latin America – and multidimensional indices, such as the MPI and the World Bank's new multidimensional measure, among others as appropriate, in its cross-country global and regional analyses, strategies and programming.

For FAO's programming and policy support at country level, the Organization will use the country's own definition and measure of rural extreme poverty, both monetary-based and multidimensional (when available) to carry out poverty analysis, set operational targets, identify target populations, and address issues related to rural extreme poverty.

Finally, FAO will contribute to global, regional and country-level efforts to better understand and measure rural poverty and extreme poverty, including both monetary and multidimensional poverty measures. FAO has established a partnership with OPHI to work jointly on a global, multidimensional measure of rural poverty. FAO will also work to enhance both the availability and the use of statistics, methodologies and tools that can help better understand the livelihoods of the rural poor, their access to key assets, benefits and services, as well as the vulnerabilities they face. FAO has created the Rural Livelihoods Information System (RuLIS), a database of ready-made indicators computed from surveys, which aims to shed light on where and how poor people make a living. Statistics and information should be disaggregated by gender, age and ethnicity whenever possible, and actions should be promoted to enhance the availability of information at an individual level.

³ Last updated in April, 2018, the World Bank numbers currently cover 164 countries and 89 percent of the world's population, or 7.15 billion people. The USD 1.9 a day line corresponds to the average poverty line set by the average of official poverty lines for a set of least developed countries, while the USD 3.2 a day corresponds to a set of lower middle-income countries.

How many people are extremely poor and where do they live?

In 2015, about 736 million people – 10 percent of the global population – were living in extreme poverty⁴. The Global Multidimensional Poverty Index (MPI)⁵ identifies approximately 1.45 billion people as poor, or 26.5 percent of the population in the 104 countries surveyed. According to OPHI (2018), about half of them, 706 million, are considered destitute due to the severe deprivations they experience.

In 2015, most of the extreme poor – numbering about 400 million – lived in lower middle-income countries (LMIC), three-quarters of whom were concentrated in five countries: Bangladesh, India, Indonesia, Nigeria, and Pakistan. With the exception of Indonesia, these countries are still predominately rural, with most of the extreme poor living in rural areas (World Bank, 2018a). Recent forecasts by the World Bank (2018b) suggest that Nigeria is expected to become the country with the greatest number of people living in extreme poverty.

Low-income countries (LIC) were also home to 300 million of the world's extreme poor in 2015. However, the economies of LICs are more agricultural based, with low economic growth prospects. According to the World Bank (2018a), most of the extreme poor are found in LICs in sub-Saharan Africa: the Democratic Republic of Congo, Ethiopia, Madagascar, the United Republic of Tanzania and Uganda. Data from the World Bank (2018a) also shows that the number of the extreme poor in sub-Saharan Africa increased from 276 million in 1990 to 413 million in 2015, and that over 41 percent of the population in this region lives in extreme poverty. By 2050, the youth population in sub-Saharan Africa is expected to grow by 216 million, and there will be more youth in sub-Saharan Africa than any other continent.

Extreme poverty is primarily a rural phenomenon. Castaneda *et al.* (2018) found that 80 percent of

the extreme poor live in rural areas, with the rural extreme poor living across diverse landscapes. Their livelihoods, the challenges they face and the potential pathways out of poverty are conditioned by the territories in which they live, including the agroecological systems, productivity of natural resources, linkages to urban areas and population density. While remote areas may lack access to markets and services, they tend to be rich in natural resources and biodiversity (Figure 2). Rough estimates indicate that about 40 percent of the rural extreme poor – around 250 million people – live in forests and savannahs (FAO, 2018a), where there is less agricultural potential, but natural resources can provide alternative sources of income; however, the greatest number – 159 million – live in sub-Saharan Africa. In relative terms, most of the rural extreme poor in Latin America live in forested areas.

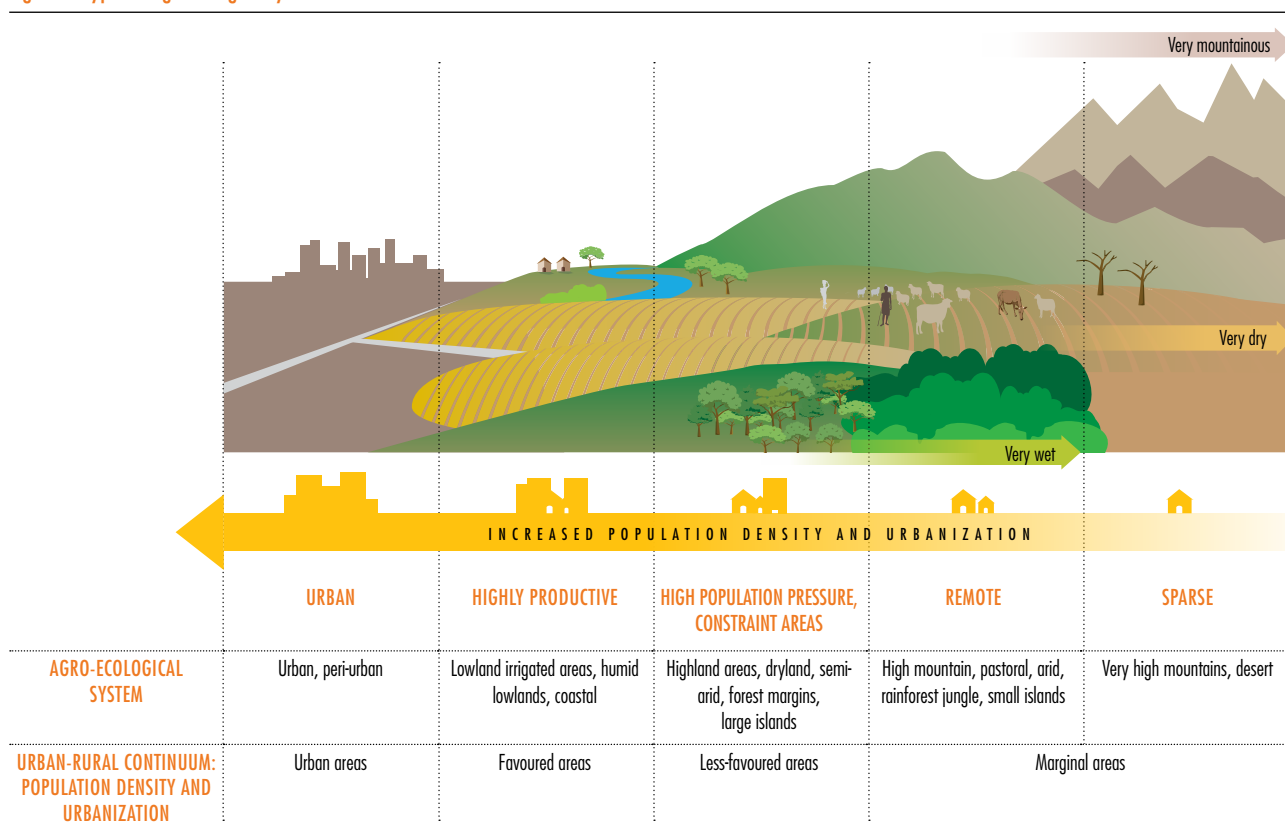
Two-thirds of the land used for agriculture globally is grassland. In most of these grasslands, highly variable precipitation rates result in pasture being available in ephemeral and unpredictable concentrations. Extensive and usually mobile pastoral systems have co-evolved within this particular agricultural environment. Estimates of the number of pastoralists worldwide range from 200 million to 500 million, the large majority of whom live in sub-Saharan Africa. As demonstrated by De Haan (2016), about 85 percent of pastoralists and 75 percent of agro-pastoralists live below the extreme poverty line.

Conflict and climate change constitute key challenges to the eradication of rural poverty, threatening to reverse the progress made over the past few decades. According to the Global Humanitarian Assistance Report (2018), about 59 percent of the extreme poor live in vulnerable and fragile contexts due to climate change and conflicts, or both. The Report shows that extreme poverty is also concentrated in countries

⁴ See the World Bank's overview of poverty at <https://www.worldbank.org/en/topic/poverty/overview>.

⁵ The MPI has ten indicators: nutrition, child mortality, years of schooling, school attendance, cooking fuel, improved sanitation, safe drinking water, electricity, flooring and assets. The MPI was updated in January 2018, using data from 104 countries, home to 76 percent of the world's population, or 5.5 billion people (OPHI, 2018).

Figure 2. Types of agroecological systems and levels of urbanization



Source: Hancock (2006) based on work of Dixon, Gulliver and Gibbon (2001).

in need of humanitarian assistance, particularly in Syria and Yemen – where war is ongoing – and in countries with a large number of refugees, such as Turkey. The World Work (2018b) forecasts that as global extreme poverty rates decline, the extreme poor will be increasingly concentrated in contexts of institutional fragility and conflict, mostly in sub-Saharan Africa.

Climate change related events, such as drought, flooding, and severe storms, disproportionately affect rural communities living in extreme poverty, who lack resources and have low adaptive capacity to cope with the impacts of climate stresses and shocks. Unless adequate action is taken, these events could push an additional 100 million people into poverty (FAO, IFAD, WFP, WHO & UNICEF, 2018).









Extreme poverty, hunger and malnourishment often go hand in hand. Extreme poverty influences hunger and nutritional status, affecting the ability of individuals and households to access food through

purchase or production. Meanwhile hunger and malnutrition reduce productivity and keep people focused on survival. In a study covering 20 countries (Ahmed *et al.*, 2002), a high correlation is found between living in ultra-poverty (defined in the study as those living on less than 50 cents a day), and living in ultra-hunger (those consuming less than 1 600 kcal a day). This study, as well as almost all studies looking at food consumption by wealth status, finds that poorer rural households spend a relatively higher proportion of their income on food compared to others.

Who are the rural extreme poor?

Using the poverty line of USD 1.90 a day, Castaneda *et al.* (2018) found that globally, the extreme poor live primarily in rural areas, have larger families with a greater number of children, have low educational attainment, and work in agriculture (Figure 3). Using a multidimensional poverty index, Robles Aguilar and Sumner (2019) observed similar

Figure 3. Characteristics of the extreme poor, moderate poor and non-poor by region

		SHARE OF RURAL RESIDENTS		SHARE OF CHILDREN (0-14 YEARS)		SHARE OF ADULTS WITH NO EDUCATION		SHARE OF WORKING ADULTS IN AGRICULTURE		
EAST ASIA & PACIFIC	Extreme poor	74%	26%	33%	67%	13%	87%	49%	51%	
	Moderate poor	73%	27%	27%	73%	10%	90%	43%	57%	
	Nonpoor	46%	54%	18%	82%	95%		17%	83%	
EUROPE & CENTRAL ASIA	Extreme poor	66%	34%	36%	64%		95%	35%	65%	
	Moderate poor	64%	36%	35%	65%		98%	44%	56%	
	Nonpoor	34%	66%	18%	82%	100%		10%	90%	
LATIN AMERICA & CARIBBEAN	Extreme poor	53%	47%	42%	58%	14%	86%	68%	32%	
	Moderate poor	49%	51%	43%	57%	13%	87%	52%	48%	
	Nonpoor	18%	82%	25%	75%	95%		13%	87%	
SOUTH ASIA	Extreme poor	83%	17%	41%	59%	48%	52%	56%	44%	
	Moderate poor	80%	20%	34%	66%	37%	63%	52%	48%	
	Nonpoor	60%	40%	24%	76%	20%	80%	35%	65%	
SUB-SAHARAN AFRICA	Extreme poor	82%	18%	50%	50%	40%	60%	76%	24%	
	Moderate poor	71%	29%	44%	56%	31%	69%	66%	34%	
	Nonpoor	47%	53%	34%	66%	20%	80%	42%	58%	
		0%	50%	100%	0%	50%	100%	0%	50%	100%
		 Rural	 Urban	 0-14 years	 15 or above	 No education	 Some education	 Agriculture	 Non-agriculture	

 Source: Castaneda, *et al.*, 2018

characteristics, with the extreme poor in rural areas experiencing more overlapping deprivations in education and in access to basic infrastructure (water, sanitation, electricity, and housing) than their urban counterparts, as well as lower access to health care and economic opportunities.

According to Castaneda *et al.* (2018), almost half of the extreme poor, about 45 percent, are children under the age of 15. Insufficient access to education and basic health services, compounded by hunger and undernourishment greatly affect children's daily and future prospects, leading to learning difficulties, poor health, as well as lower productivity and earnings over their lifetime. Moreover, a study by the World Bank (2018c) shows that higher social mobility is associated with lower rates of stunting in children.

The interaction between extreme poverty and child labour also significantly affects children's health and their future economic prospects. The International Labour Organization (ILO, 2017) reports that, globally over 70 percent of child labour is found in agriculture,

affecting 108 million boys and girls between the ages of 5 and 17, who often work long hours and face occupational hazards.

Adults living in extreme poverty tend to be poorly educated. According to Castaneda *et al.* (2018), about 40 percent of the adult extreme poor have no education – compared to only 9 percent of the non-poor – which affects their productivity. Despite substantial global progress in the number of children enrolled in primary school since 1999, which has increased by two-thirds, children in rural areas are still less likely to go to school, particularly those living in extreme poverty, and dropping out remains a recurrent issue, particularly in sub-Saharan Africa (UNESCO, 2012).

Castaneda, *et al.* (2018) also found that over three-quarters of the economically active, extreme rural poor engage in agriculture as a primary activity. However, the agricultural activities of the extreme rural poor do not necessarily involve working on their unit of production – farms, forests or fisheries.

Extreme poverty is particularly prevalent among agricultural wage workers (Castaneda, *et al.*, 2018; Davis, *et al.*, 2017) and pastoralists (De Haan, 2016), while a much smaller share of small-scale producers are extremely poor (FAO 2018b; De la O Campos *et al.*, 2018).

Poor small-scale producers face multiple structural constraints, market failures and higher exposure to risks, which prevent their agricultural livelihoods from being more productive. Examples of these constraints include a lack of rights (or unrecognized rights) over natural resources (such as land, fishing or grazing rights), as well as limited access to inputs, technical assistance, credit and insurance, and social protection. The rural extreme poor tend to lack access to better quality land, often operating on small plots, or they are landless. In South Asia, the extreme poor tend to be the landless, while in sub-Saharan Africa, the extreme poor are likely to own some land, though it is often small in size and lacking access to other key productive assets and markets (Braun, Vargas Hill and Pandya-Lorch, 2009).

Open access to resources is important for the incomes of the rural extreme poor. As demonstrated by Billé, Lapeyre and Pirard (2012), the poorest households depend on the use of wild products – including bush meat, fisheries, non-timber forest products and plants – from nearby common property lands or water resources for their incomes to a higher extent than wealthier households. Vedeld *et al.* (2004) note that forest activities are an important source of income for the rural extreme poor, though these are often of a subsistence and safety-net nature. Similarly, FAO (2017b) reports that the fishery sector is particularly important in rural, remote areas where alternative employment is lacking. In the context of open access to resources, both forest and fishery related activities can serve as a safety-net during periods of low employment, agricultural lean times, and when disasters strike.

Moreover, for many extreme poor rural households, livestock is a fundamental source of nutrition and risk management. According to FAO (2018c), livestock serves as a savings mechanism, a liquid asset, and collateral for credit, thereby facilitating consumption smoothing when shocks occur.

Even the poorest households may have small livestock – such as goats, sheep, and poultry – though total livestock holdings tend to be concentrated among the wealthy (Pica-Ciamarra *et al.*, 2011). Pastoral livelihoods have been severely undermined by decades of marginalization from policy and investment decision-making processes, violence and displacement, as well as insecure tenure rights and access. Their adaptability and mobility in relation to resource variability have also been undermined by climate change, environmental degradation, the growing risk of animal and zoonotic diseases, instability and conflicts in drylands, and pressures to expand agricultural production to feed a rapidly increasing population. These adverse effects combine to push pastoralists deeper into poverty.

The seasonality of agricultural livelihoods affects household consumption and increases risks, particularly prior to harvest. According to Chambers *et al.* (1981) in Devereux *et al.* (2012), this period is marked by food shortages, high food prices, greater indebtedness and higher requirements of physical strength for agriculture, all of which lead to more hunger and sickness, thus increasing the vulnerability of the poor and extreme poor. The same authors also note that child care may also be neglected since adults, particularly women – who tend to bear most of the childcare responsibilities – are over-burdened with work.

The rural extreme poor lack supporting mechanisms, such as social protection and access to finance, to cope with and manage risks. Extreme poor people are more vulnerable to climate shocks and weather events (World Bank, 2016b); they are the most unprotected and have the least access to coping mechanisms. In low-income and lower middle-income countries, where most of the extreme poor live, people tend to have limited access to social protection, insurance and other instruments, such as labour programmes, which can help mitigate risks and build adaptive capacity. According to the World Bank (2018e), only 19 percent of the extreme poor in low-income countries have access to any type of social protection; the lack of social protection leaves the rural extreme poor at higher risk of staying in, or falling deeper into extreme poverty, particularly during lean periods.

BOX 2 MIGRATION AND POVERTY REDUCTION

Migration and poverty are closely interrelated. While migration is a key livelihood diversification strategy for poor households, it is not an alternative available to all. The extreme poor and the most vulnerable groups can suffer from social, cultural, economic and political exclusion, which forces them to stay put (Kothari, 2003). Conditions of poverty and inequality shape the decision to migrate as well as the type of movement and its outcomes: economic resources, education, access to information and social networks influence the length and distance of migration as well as employment at destination. These factors may limit the extent to which migration contributes to poverty reduction or serves as a viable diversification strategy. Poorer households tend to move to places closer to their place of residence (often contracting debts to pay for the cost of migration).

Migration can either reinforce exclusion and social stratification, or can reduce poverty and have a substantial positive effect for migrants and their households. Migration can benefit poor households through remittances, and knowledge and skills transfers. It can also contribute to the social mobility of disadvantaged groups, especially in the long term – through capital accumulation and investments

in education, and through shifts in social and power relationships that reduce inequality and contribute to social transformation. In the short term, remittances can contribute to diversifying risk, overcoming losses and better responding to shocks, particularly in view of climate change.

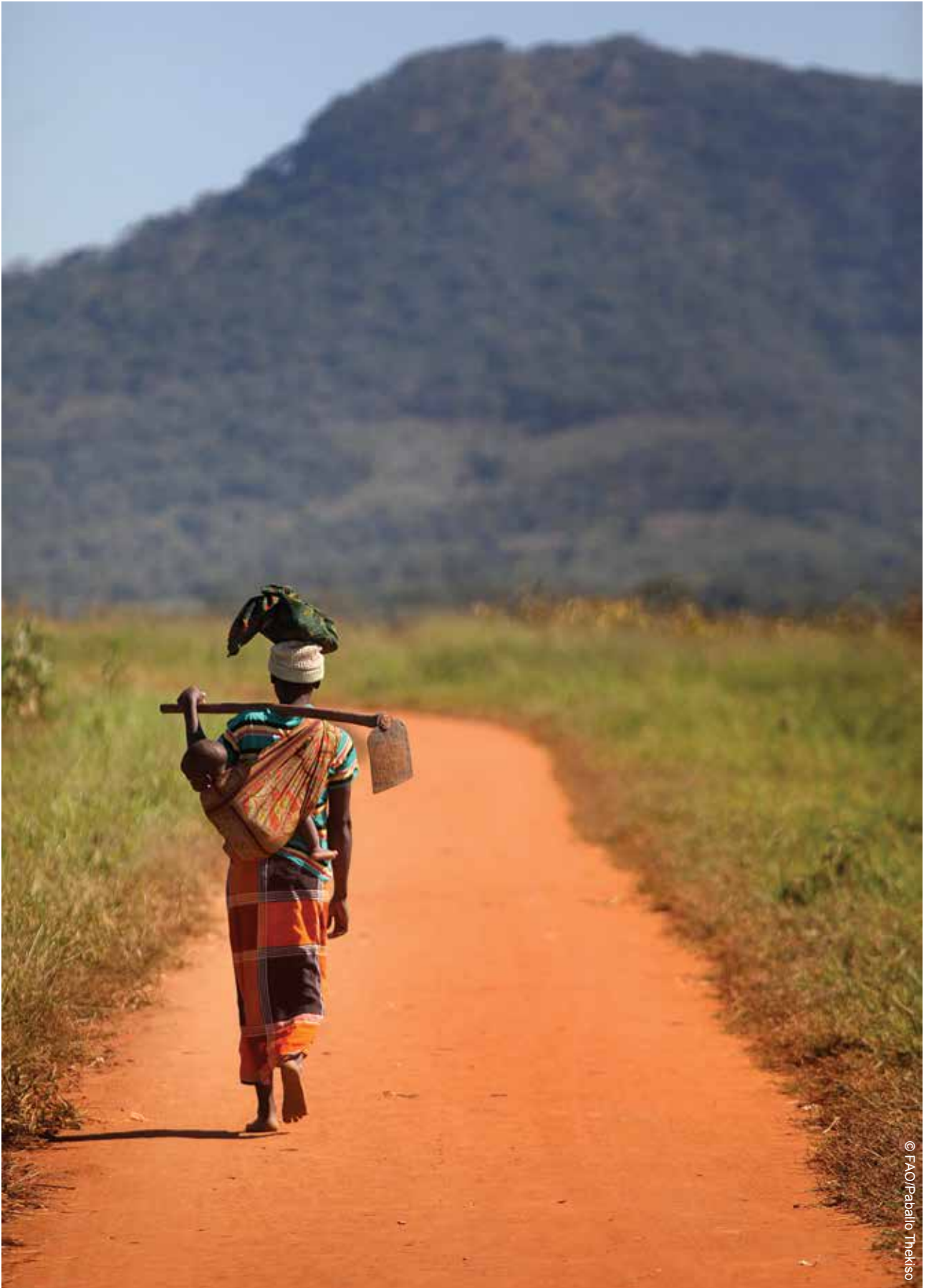
On the other hand, migration can increase inequality and the exclusion of the extreme poor. As the extreme poor are the least likely to migrate abroad, those who live in non-migrating households may become further marginalized. Even among migrating households, there may be reinforcing effects of social exclusion as, due to pre-migration conditions, the positive impact of remittances on poor households may be limited compared to better-off households. Forced migrants may be faced with situations of social exclusion and disadvantages that can push them into poverty, even though it was not a pre-migration condition. For example, migration to access low-paid, occasional jobs not only reduces the potential for migrants to move out of poverty, but it can also increase the risk of being further pushed into it. Also, migration due to forced displacement disproportionately affects the extreme poor and vulnerable, especially women, children and youth.

Due to the seasonal nature of agriculture and frequent liquidity constraints, the rural extreme poor often engage in activities outside agriculture, which may require seasonal migration. Almost a quarter of the extremely poor rural workers engage in non-agricultural activities as a primary activity (Castaneda *et al.*, 2018), such as petty trade, basic food transformation, construction or other services. However, these types of work tend to be of low quality and generate low incomes for the extreme poor, given the lack of markets, infrastructure, basic services, and information and communication technologies (ICTs).

Extreme poverty is also characterized by social marginalization and exclusion. According to UN DESA (2017), the symptoms of social exclusion are manifested primarily through unequal access to resources, limited political participation and voice, and the denial of opportunities. Significant barriers often prevent the extreme poor from moving out of

poverty: social, cultural and psychological structures; weak institutions; discrimination based on gender and ethnicity; and lack of self-esteem. For example, about one-third of the rural extreme poor is made up of indigenous, tribal and caste groups (Hall and Patrinos, 2014), who are often highly disadvantaged due to significant inequalities, ranging from early childhood development, social discrimination, violence, assimilation policies in the education and health systems, and the dispossession of land and denial of land rights (UN DESA, 2017). People with disabilities living in rural areas, in poverty, suffer from social exclusion and economic discrimination; they also lack access to programmes that would facilitate their economic inclusion.

Extreme poverty may often be hidden in non-poor families in rural areas as a result of power imbalances within the household. Using underweight as a proxy for poverty, Brown *et al.* (2017) found that about three-quarters of underweight women and children



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in sub-Saharan Africa were not in the poorest 20 percent of households. Inequalities between women and men – both outside and within the same household – are well documented, particularly in terms of asset ownership and land rights (Deere and Doss, 2006); these inequalities impede extremely poor women’s efforts to move out of poverty. Women also face additional constraints in terms of food security and agricultural livelihoods due to persistent discrimination, marginalization and social exclusion. Discriminatory gender norms and customs, compounded by women’s limited voice and agency, and factors such as gender-based violence and forced marriage, can also be important drivers of extreme poverty.

How is rural extreme poverty eradicated?

Historically, poverty tends to decrease as countries go through the process of structural transformation. Mellor (2017) found that this process entails a declining share of agriculture in GDP and overall employment, the development of modern industrial and service sectors, and a demographic transition from high to low birth and death rates. Similarly, FAO (2017a) reports that this structural transformation strengthens rural-urban linkages – in terms of production, markets and labour mobility – while secondary and peri-urban cities emerge.

Virtually no country has gone through structural transformation without a process of agricultural and rural transformation (FAO, 2017a), involving the shift from primarily subsistence farming to market-oriented and diversified production systems, and the emergence of the rural non-farm sector. Although agriculture’s relative share in the economy and employment declines during this transformation, it remains an important source of economic growth, employment and income generation, as well as a safety net for food security for many rural households during the process.

Low-income countries are usually at the early stages of structural transformation: their economies remain mostly agricultural with low levels of productivity, which hampers the development of other sectors. In lower middle-income countries, where structural transformation is ongoing, the main problem lies

in the economic exclusion of those left behind. For example, structural transformation has been more inclusive in Southeast Asia than in Latin America, as a result of more equitable resource distribution, including land reform.

While fostering structural transformation can accelerate poverty reduction, progress is not automatic. The political economy, including monetary and trade policies, determines investment and growth in certain sectors or areas, which in turn affect employment generation in rural areas, the quality of jobs, and the level of inclusiveness of the growth process.

Country experiences point to a set of minimum conditions for successfully reducing rural extreme poverty, and the need to explicitly reach the poorest of the poor (De la O Campos *et al.*, 2018; May *et al.*, forthcoming; Gill *et al.*, 2016). As part of a country’s commitment to rural extreme poverty eradication, a combination of broad-based, targeted interventions is needed to reach the rural extreme poor.

A precondition for the reduction of rural extreme poverty is broad-based economic growth, sustained over long periods of time (Sen, 2014), which are inclusive of the sectors where the poor and extreme poor work. Such growth depends on a **minimum set of investments** (basic services, infrastructure, health and education) and policies (such as land reform and social protection), which effectively reach the rural extreme poor and increase the returns to the assets which they have at their disposal, thus fostering an enabling environment for economic and social development. Eradicating rural extreme poverty also requires the implementation of dedicated and integrated interventions that explicitly target the extreme poor, providing sustained support to increase their participation in society and their potential for benefiting from overall economic growth.

Over the last few decades, the most prominent driver of extreme poverty reduction has been stimulating sustained and inclusive economic growth (Inchauste *et al.*, 2014), starting in agriculture, with direct effects on employment and labour income for the rural extreme poor. Gil *et al.* (2016) find that fostering a pattern of growth and structural change which generates more productive, decent and

BOX 3 SUSTAINING PEACE AND POVERTY REDUCTION

After declining in the late 1990s and early 2000s, the prevalence of conflicts globally – particularly civil conflicts – increased markedly from 2008. These conflicts have destabilized entire regions, exponentially increased the number of forcibly displaced people, drained global humanitarian resources, and brought untold misery to families and communities. The drivers of conflicts range from geopolitical interests, control over resources, ethnic tensions, religious differences, discrimination, poor governance, limited state capacity, population pressure and rapid urbanization, through to other factors, such as poverty and youth unemployment. People may resort to violence when their human security – including food security – is threatened, especially when there is a dearth of formal and informal institutions that are capable and willing to mediate such risks.

Conflict may result in vulnerable people and at risk communities losing access to the range of resources necessary for food and agriculture production. Conflict also compromises rural employment opportunities and can lead to losses in income. Conflict-related processes of exploitation,

denial of access to resources, and deliberate targeting of food production systems often deepen pre-crisis inequalities and increase poverty among vulnerable groups.

Countries that go through armed conflict generally experience economic impoverishment, in turn increasing the likelihood of a relapse into conflict and the beginnings of a downward spiral. The 2030 Agenda sees achievement of SDGs 1 and 2 as critical elements in achieving the further goal, SDG 16, of ensuring peaceful and inclusive societies. Conversely, achievement of SDGs 1 and 2, as well as all the other SDGs, will be impossible without major progress towards achievement of SDG 16. Therefore, efforts for eradicating extreme poverty will need to include mitigating the negative impacts of conflicts on people's lives and livelihoods (including men, women, youth and older persons), preventing the risks of conflicts, whilst promoting a transformative agenda to address the root causes of conflicts and promote sustainable development.

Source: FAO Corporate Framework to support sustainable peace in the context of Agenda 2030

labour-intensive employment on a large scale has been achieved through the redistribution of assets (particularly land reforms), and by increasing the returns to land and other assets held by the rural poor, including the equalization of human capital assets – particularly education and health.

In much of Southeast Asia, pro-poor growth was achieved through agricultural reforms and openness to international trade. Gill *et al.* (2016) highlight that much of China's impressive poverty reduction since the early 1980s can be attributed to productivity growth in agriculture. Their research shows that, more recently, Ghana used agricultural growth to reduce rural poverty through a resurgence of its cocoa sector, using a comprehensive approach that included macroeconomic stability, removing price distortions, eliminating monopsony of its cocoa marketing board, and adding targeted production support programmes for cocoa farmers. Likewise, the World Bank (2005) finds that growth in agriculture and related value chains improves access to more

and better-quality food, raises farm incomes and generates employment in both agricultural and non-agricultural sectors.

While growth in agriculture has a greater impact on poverty reduction compared to other sectors, the magnitude depends on the structure of the country's economy and institutional arrangements (Christiaensen *et al.*, 2010). Agricultural growth does not automatically benefit the extreme poor, particularly in countries with greater inequalities in access to resources – such as land, inputs, and irrigation. Ultimately, off-farm employment is a crucial element for ending extreme poverty. Employment, particularly decent work, including through migration, is the main channel through which income derived from growth can be widely shared within society.

Fostered by functioning, transparent and democratic public institutions, a minimum set of investments in both social and productive capital is required

to create an enabling environment for inclusive and sustained growth, particularly in rural areas where most of the extreme poor live. This should include universal access to education, health, social protection, connectivity and skills development, as well as targeted infrastructure to enhance the labour productivity of the poorest. Basic public investments – roads, electricity, connectivity, water and sanitation – also play a key role in rural transformation, stimulating growth in both agricultural and non-agricultural sectors, such as service provision and rural tourism. These activities can be particularly important to the landless, and in particular women and youth, who tend to have less access to productive resources. Improving infrastructure can strengthen rural-urban linkages, facilitating the development of small towns and cities, which play a fundamental role in the diversification of rural incomes in the off-farm sector, labour mobility, and the growth and nature of local food market systems (FAO, 2017a).

Investments in restoring natural capital, such as soils, water supplies (including aquifers), and ecosystems (including forests and arid lands) are important for agricultural growth (including forestry and fisheries). These investments are also vital for the conservation and sustainable management of natural resources, and the protection of the rural extreme poor's livelihoods.

Investing in the expansion of rural social protection systems is another fundamental strategy for reducing poverty and hunger and promoting the economic inclusion of the extreme poor. Supporting the rural extreme poor's ability to manage risks reduces their probability of falling deeper into poverty. Among the instruments of social protection are social assistance programmes (or non-contributory programmes), which aim to provide regular and predictable support (monetary or in-kind) to poor and vulnerable people. Cash transfer programmes are increasingly being adopted by countries as an effective tool to fight poverty and hunger; they provide a minimum income to extremely poor households, which allows them to meet their basic needs and improves their access to public social services. Cash transfers also help households cope with risks and crises, manage the seasonality of agriculture, and diversify income

generating strategies (Davis *et al.*, 2016; FAO and UNICEF, 2017).

Eradicating extreme poverty will also require **dedicated and integrated interventions that reach the rural extreme poor directly**. These interventions must not only address specific market failures, but also the social exclusion faced by the rural extreme poor. In recent years, poverty reduction has stagnated due to the global economic slowdown and increasing conflict, with those still left behind becoming harder to reach. Among these people are indigenous and ethnic minorities, those living in remote areas, and disadvantaged groups who have not benefitted from economic growth or human capital investments. Dedicated and integrated interventions can take several forms, but they often include social assistance, such as cash transfers, in combination with other types of support: livelihood interventions, skill building, nutrition interventions, and others in the context of economic inclusion strategies (Roelen *et al.*, 2017). Interventions dedicated to the extreme poor should also include approaches that help break social, cultural and psychological barriers to economic inclusion, and have a long-term view.

The approach promoted by FAO in Cash Plus programmes combines social assistance interventions, such as cash transfers, with productive assets, inputs or technical training and extension services. This approach enhances the livelihood capacities of extremely poor households in rural areas, as a key first step to a more medium-term strategy of economic inclusion (FAO, 2016). Productive interventions in isolation often disregard the fact that the extreme poor have low levels of education and face fundamental impediments for adopting new technologies or transitioning towards more productive or sustainable practices. However, when integrated into broader economic inclusion strategies, Cash Plus programmes can provide the support that is needed to break these barriers.

To successfully implement programmes geared towards the rural extreme poor, countries require the right capacities and tools, which will help them understand who the extreme poor are in a particular context, what drives their poverty, and what the

main pathways are to sustainably overcome poverty. Countries need to generate regular, reliable and transparent poverty statistics, as well as information systems identifying the extreme poor – such as social registries and farmer registries. They also need to conduct research to support the design of these programmes and avoid causing harm, such as through participatory assessments and impact evaluation.

The design of dedicated and integrated interventions for the rural extreme poor should also incorporate behavioural science⁶ to improve programme uptake, and to better address peoples' needs. The design of Cash Plus interventions, for example, need to be based on a clear understanding of the socio-cultural barriers that marginal, extremely poor rural populations face, including discrimination by gender, age and ethnicity. Also, these programmes

should include mapping of the extreme poor's decision-making processes, motivations, influencing agents, and other factors that can affect their decisions to participate in the programme.⁷

The minimum conditions for extreme poverty eradication mentioned in this section have to be supported by a **widely recognized national commitment** in the form of effective political leadership at the highest level. This commitment must provide clear policy direction and adequate means of implementation, as well as the mobilization of all sectors of society. Effective institutions are needed to promote multi-sectorial policy coherence and coordination, to track the number of people living in extreme poverty, as well as to monitor and assess progress in poverty alleviation.

⁶ Behavioral science is a field based on insights from psychology, cognitive science, anthropology, and economics to better define, understand, and predict human behavior.

⁷ For example, economic interventions risk excluding rural women, as they often have less control over productive resources within the household, may feel disempowered to initiate new activities or businesses due to unequal social norms, or are more risk averse because of the lack of a supporting environment. Also, economic inclusion programmes may ignore the aspirations of youth, which may differ greatly from those of adults. Dedicated programmes imply absorbing these higher transaction costs by using proper diagnostics, participatory techniques as well as research to inform design, as well as in monitoring.

3

Objective, vision and principles of the FAO Rural Extreme Poverty Framework



The FAO Corporate Framework on Rural Extreme Poverty supports the realization of FAO's **three global goals** by placing more emphasis on leaving no one behind, reorienting its work towards reaching the extreme poor in rural areas, and increasing FAO's capacity to effectively support countries in their efforts to meet the SDGs, particularly Target 1.1.

Three global goals approved by FAO Member Countries drive the Organization's mandate:

- > **eradication of hunger, food insecurity and malnutrition**, progressively ensuring a world in which people, at all times, have sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life;
- > **elimination of poverty and the driving forward of economic and social progress for all**, with increased food production, enhanced rural development and sustainable livelihoods; and
- > **sustainable management and utilization of natural resources**, including soil, land, water, air, climate and genetic resources for the benefit of present and future generations.

Main objective

The objective of the Corporate Framework on Rural Extreme Poverty is to guide FAO's relevant areas of work by focusing more on reducing rural extreme poverty, and by putting key mechanisms in place to enable the Organization to support its Member States more effectively as they work towards achieving Target 1.1 of the SDGs.

FAO vision on eradicating rural extreme poverty

This framework responds to FAO's overall vision of "A world free from hunger and malnutrition where food and agriculture contribute to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner" (FAO, 2013). In this vision, the living standards of all rural people including both men and women, the young and the elderly, farmers, pastoralists, fishers, forest communities, and rural

people engaged in non-agricultural sectors can improve by actively participating in, and benefiting from, economic development and growth. Their living standards can also improve by having decent employment conditions and fair payment; having access to nutritious food, health and education. Basic services also play a role and include safe water, sanitation, electricity, housing, and connectivity. Also important in improving living standards involves having access to credit and social protection systems; and other measures to fill immediate needs, manage risks, invest in human capital formation, and protect and enhance their livelihoods.

Principles

FAO recognizes that the extreme poor are a diverse group of people with different needs and opportunities across and within countries. FAO therefore recognizes that any approach to target the extreme poor must be grounded in and respond to specific poverty assessments, and reflect both the particular vulnerabilities as well as the economic opportunities of the extreme poor. FAO further recognizes that poverty is multidimensional and that it must be addressed through cross-sectoral support. To confront extreme poverty, FAO will therefore work as One UN and with other key partners, bringing FAO's support to countries in its areas of comparative advantage and expertise as the UN specialized agency in food and agriculture.

In general terms:

- i. **Social and economic Inclusion:** FAO recognizes that all people, including the extreme poor, have an innate capacity and desire to ascend out of poverty; consequently they require, in addition to social policies, economic opportunities to improve their lives.

FAO recognizes that the extreme poor are rights-bearers: They are entitled to enjoy full, healthy lives. Dedicated programmes are often required for the extreme poor to benefit from, and have access to, economic opportunities.

FAO's work on rural extreme poverty will focus on empowering the poorest and most vulnerable.

According to the 2030 Agenda for Sustainable Development, children, youth, persons with disabilities, people living with HIV/AIDS, older persons, indigenous peoples, refugees, internally displaced persons, and migrants face specific vulnerabilities that need to be explicitly addressed (UN, 2015).

FAO recognizes that existing, unequal opportunities and rewards for different segments of the population hamper the ability of the extreme poor to escape poverty. Social inequality has several important dimensions that need to be considered in FAO's work on extreme poverty, including social and occupational status and power imbalances generated by gender, age, ethnicity, and disability, among others.

Education, nutrition and health play a central role in both adult and children's opportunities for economic inclusion and social mobility. The 2030 agenda states that all people, irrespective of sex, age, race or ethnicity, and persons with

disabilities, migrants, indigenous peoples, children and youth, especially those in vulnerable situations, should have access to *life-long learning opportunities* that help them to acquire the knowledge and skills needed to exploit opportunities and to participate fully in society (UN, 2015).

- ii. Participation, voice and ownership:** FAO recognizes that the extreme poor should be empowered – individually, as well as within their communities and organizations – to participate in key decisions of public action that affect their lives. They should be active participants in defining priorities, supporting implementation, as well as monitoring and evaluating the outcomes.
- iii. Equality:** FAO recognizes that equality between socio-economic groups, and particularly between men and women in terms of rights, responsibilities and entitlements, is fundamental for eradicating extreme poverty, and promoting and ensuring an equal voice in civil and political life for all people.



- iv. Equity:** FAO recognizes the differences between socio-economic groups across gender, age, ethnicity and social status, and addresses these differences to prevent the continuation of an inequitable status quo by promoting fairness in both process and outcomes. In order to reduce inequalities, particularly between the rural extreme poor with the rest of the population, as well as between men and women, FAO recognizes that, besides ensuring equal access to rights and opportunities, there is the need to implement dedicated and integrated interventions that help accelerate poverty reduction and increase the wellbeing of the extreme poor and enable equality of outcomes.
- v. Accountability and “do no harm” principle:** FAO recognizes that all development partners are to be held accountable for their interventions and for their contribution to the Sustainable Development Goals (SDGs), and that no action is neutral to these goals. FAO will ensure that its interventions neither increase poverty and

inequality levels, nor further harm the extreme poor, by making explicit trade-offs, identifying winners and losers, and evaluating the impact on other SDG goals, opting for solutions that maximize the outcomes of sustainable development in the long term, while respecting people’s rights. FAO will apply tools and environmental and social safeguards to avoid doing harm and to enhance participatory decision-making processes. Tools for avoiding social and environmental risks and for poverty analysis will be applied in FAO’s projects. Whenever applicable, FAO will use and promote global instruments, including Free, Prior and Informed Consent (FPIC); Responsible Investments in Agriculture and Food Systems (RAI); and the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGTs).



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4

Approach:

How will FAO support countries to reach Target 1.1 of the SDGs?



FAO works closely with governments, international development agencies, the private sector, civil society and social movements across the globe to fulfil its mandate and implement its Strategic Framework⁸. Yet, the way FAO's Strategic Objectives translate into extreme poverty reduction and eradication will depend on how Target 1.1 is specifically addressed in the relevant areas of FAO's work.

FAO will support countries to focus sectoral policies and programmes on the poor, and in particular the rural extreme poor, as well as on the most marginalized geographical areas. In addition, FAO will support countries to put in place targeted actions and dedicated and integrated policies and programmes that effectively reach the rural extreme poor. To support Member Countries in reaching Target 1.1, FAO will focus on the four key interrelated areas outlined below.

Ensuring food security and nutrition

Despite addressing different phenomena, efforts to eradicate extreme poverty and hunger are closely linked. Higher incomes enable access to higher quality and nutritious food. In turn, food security and improved nutrition are linked to adult labour productivity as well as to the future productivity and earnings of children, helping to break the intergenerational cycle of poverty.

FAO will promote the use of diagnostics that simultaneously look at the interrelationships between extreme poverty and hunger and reaching Targets 1.1 and 2.1 –“end hunger and ensure access by all people, in particular the poor and people in vulnerable situations including infants, to safe, nutritious and sufficient food all year round”. Through policy assistance mechanisms (for example, under the FIRST programme⁹), FAO is reviewing the current state of policies and institutional frameworks,

generating evidence and analysing opportunities and assisting the implementation of Food and Nutrition Security and Sustainable Agriculture (FNSSA) policies to tackle both SDG 1 and 2 targets.

As part of the effort to eradicate rural extreme poverty, FAO will continue to support efforts to realize the right to food as well as political and policy commitments to fight food insecurity and malnutrition. The policy focus will vary with a given country's stage of structural transformation. For example, in LICs it is fundamental to increase the food intake and incomes of the poorest households by promoting agricultural productivity, supporting the livelihoods of extremely poor households (such as in forestry and fisheries), providing nutrition education, and setting up social assistance programmes. In LMICs and MICs, policy focus may tend towards the development of more nutritious food systems and the promotion of income diversification to non-agricultural activities through generating employment opportunities for the extreme poor along different food and value chains, along with expanding contributory and non-contributory social protection systems.

In addition to helping guarantee access to food by the extreme poor, social protection (particularly social assistance) can also address some of the economic and social determinants of malnutrition, including when targeting nutritionally vulnerable populations and promoting linkages with health, education and agriculture. FAO will promote nutrition-sensitive social protection¹⁰ of the extreme poor (NSSP) by promoting policy coherence between social protection and food security and nutrition (FSN) sectors, and facilitating integrated programmes that bring together social assistance, access to nutrition education, health services, and nutrition-sensitive agriculture (see Box 4). These interventions are often linked with approaches that support rural women's economic empowerment and decision-making power in the household.

⁸ FAO has five Strategic Objectives which are broadly aligned with the 2030 Agenda for Sustainable Development: 1) help eliminate hunger, food insecurity and malnutrition; 2) make agriculture, forestry and fisheries more productive and sustainable; 3) reduce rural poverty; 4) enable inclusive and efficient agriculture and food systems; and 5) increase the resilience of livelihoods to threats and crises.

⁹ Food and Nutrition Security Impact, Resilience, Sustainability and Transformation (FIRST) Programme.

¹⁰ Social protection programmes can incorporate explicit nutrition objectives and indicators, strengthen households' quality of diets, and reinforce linkages with care, sanitation and education and access to health services, which are also key components to overall extreme poverty eradication.

FAO will promote nutrition and dietary diversity of extreme poor agricultural households through crop, livestock, forestry and fisheries production. Some schemes that help diversify diets and promote the consumption of more micronutrients include home gardens, small livestock husbandry, as well as increasing aquaculture facilities and fruit trees in vulnerable communities, among others. FAO will promote better integration of these schemes into anti-poverty programmes, including cash transfers and livelihoods interventions. FAO will also partner with other specialized agencies and local institutions to ensure that extreme poor households have access to basic infrastructure, including safe water and sanitation, which are necessary for both production and optimum food utilization.

Promoting economic inclusion

FAO will support countries in their efforts to promote the economic inclusion of the extreme poor and to foster more equal societies, reducing the disparities between urban and rural areas. This action is closely linked to meeting Target 2.3 of the SDGs on “doubling the agricultural productivity

and the incomes of small-scale food producers, particularly women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment”.¹¹

At policy level, FAO will enhance its policy and technical assistance to the diagnostics of economic exclusion and the development and implementation of rural development strategies and plans (local, sub-national and national) that foster economic inclusion. These efforts include the use of territorial and landscape approaches and an emphasis on the inclusion of marginal communities and the extreme poor. To achieve this, FAO will promote and strengthen multisectoral and multi-stakeholder approaches and coordination mechanisms for the design and implementation of rural development strategies and plans. Special considerations will be made for including the participation, voices, needs and priorities of the rural extreme poor and vulnerable groups, according to the context (including rural women, youth, ethnic minorities, disabled, migrants, etc.).

FAO TOOLKIT 1

ENSURING FOOD SECURITY AND NUTRITION

Food and Nutrition Security Policies must reach the rural extreme poor. FAO has developed a number of practical tools on food security and nutrition (listed below). These and other tools that FAO develops to ensure the food security and nutrition of the extreme poor, and to support project formulation in particular, could guide FAO’s work towards a stronger focus on the elimination of extreme poverty.

- Right to Food Methodological Toolbox: <http://www.fao.org/right-to-food/resources/rtf-methodological-toolbox>
- FIRST Policy guidance series: <http://www.fao.org/publications/policy-guidance-series/en/>
- Food-based dietary guidelines: <http://www.fao.org/nutrition/education/food-based-dietary-guidelines/en/>
- Policy Guidance – nutrition and social protection: <http://www.fao.org/3/a-i4819e.pdf>
- Cash-based transfers – Resilience: <http://www.fao.org/3/I9684EN/i9684en.pdf>,
<http://www.fao.org/3/I7648EN/i7648en.pdf>
- Home-grown School Feeding: <http://www.fao.org/3/i8724en/i8724EN.pdf>
- Nutrition Education in Primary Schools: <http://www.fao.org/docrep/009/a0333e/a0333e00.htm>
- A vegetable garden for all: <http://www.fao.org/3/a-i3556e.pdf>

¹¹ FAO is the custodian agency for monitoring indicators 2.3.1 and 2.3.2 related to the production and income of small-scale producers respectively.

BOX 4 LESOTHO: LINKING AGRICULTURE, NUTRITION AND SOCIAL PROTECTION TO REDUCE RURAL EXTREME POVERTY

FAO, UNICEF and the Government of Lesotho are working together to improve the resilience, food and income security of extreme poor households by creating synergies between social protection and agricultural interventions.

CONTEXT

In Lesotho, inequality and poverty rates remain high, especially in rural areas, which are home to about 80 percent of the population. Accounting for 17 percent of GDP, agriculture is the primary source of income for three-quarters of the population, who mostly employ traditional, low-input and low-output rain-fed cereal production and extensive animal grazing. About 30 percent of rural people live in extreme poverty, trapped in a vicious cycle of unemployment, survival-oriented livelihoods and hunger.

Since 2013, FAO and the Government of Lesotho have been working together to improve the resilience and food and income security of the extreme poor by creating synergies between social protection and agriculture interventions. This innovative approach complements the existing national cash transfer programme, the Child Grant Programme (CGP), with home gardening and nutrition kits and training, benefiting those most affected by drought. FAO's impact evaluations of the CGP show that, when combined, social protection measures and agriculture interventions have a stronger impact on reducing poverty and hunger in rural areas.

LINKING FOOD SECURITY TO SOCIAL PROTECTION

The Linking Food Security to Social Protection Programme promotes improved and diversified home gardening techniques and nutrition awareness among the poorest farming households. Beneficiaries of the home gardening and nutrition kits (which include maize, beans, vegetable and grazing vetch seeds, and a shade net) are poor and extreme poor households with orphans and vulnerable children, who receive cash transfers under the Government's Child Grant Programme. Both beneficiary households and extension services agents receive cross-disciplinary training on home gardening and nutrition: conservation agriculture, climate-smart agriculture and sustainable land management; home gardening techniques, such as optimizing water use, compost, care and maintenance of fruit trees and organic pest control; as well as nutrition practices and recipes for cooking and food preservation.

IMPACT

The Linking Food Security to Social Protection Programme has provided more than 56 000 families (about 9 percent of the national population) with vegetable seeds and trainings on home gardening and food preservation to improve their home production. Farmers report that their diets have improved by consuming different vegetables harvested from their gardens, including spinach, carrots, beetroot, and mustards. With the help of the shade net and plastic, they can now harvest vegetables for a longer period, thus families can save money on vegetable expenditures and use these resources to buy maize or other commodities. Also, communities are putting training into practice: they are adopting sustainable land management practices and climate-smart agriculture techniques; applying home gardening techniques, such as key hole and trench gardens to optimize natural resource use; planting grazing vetch as a cover crop to help retain soil moisture for the following season, improving the soil quality; thus, improving production and climate change resilience.

REACHING THE RURAL EXTREME POOR:

Beneficiaries of the home gardening and nutrition kits are poor and extreme poor farming households with orphans and vulnerable children, identified under the Government's Child Grant Programme, who live in areas severely affected by drought. The Programme is aimed at households:

- living under the national poverty line
- headed by females or orphans
- with children under age five
- with pregnant/lactating mothers
- with chronically ill members, hosting orphans
- with unemployed youth with interest in agriculture

Vulnerable, active farming households – families with access to land and a minimum working capacity, but unable to plant in the coming season without external support – are supported with agricultural inputs, while the whole community receives training and extension support.

FAO will support an enabling environment for rural revitalization and development, including in the most marginal areas, by promoting food and agricultural investments and employment generation, explicitly focusing on the rural extreme poor. For example, when supporting the development of value chains and territorial markets, FAO will consider how the rural extreme poor benefit, and develop options and innovative approaches that are inclusive of the rural extreme poor, either as producers or in wage employment. More inclusive approaches may require that projects and programmes include additional features, including building the asset base of the extreme poor and their communities, promoting and enhancing their local knowledge and skills (see Box 5), or establishing linkages to social protection and other poverty reduction programmes. Finally, rural revitalization schemes should also be aware of existing gender inequalities, sources of social empowerment, and additional barriers to the economic inclusion of the extreme poor.

FAO will promote and support countries' direct investments in economic activities that promote the economic inclusion of the rural extreme poor, in addition to the support that is already provided to more commercially viable, small-scale producers. Strategies to reach the rural extreme poor will include a "double inclusion" approach, which is the combination of social protection mechanisms with economic inclusion interventions in both agricultural and non-agricultural sectors.

FAO will also support actions that aim to improve the quality of rural jobs. These actions include working with the public and private sectors to offer decent rural employment, which provides the extreme poor with an adequate living income, and protects them from occupational risks and income shocks. This includes the eradication of child labour and forced labour in agriculture, as well as the elimination of gender-based violence and discrimination in rural labour markets.

FAO will support actions that build the skills of the rural extreme poor to expand and diversify their income generating opportunities in the agricultural and non-agricultural sectors, using approaches that also allow the retention and application of

new knowledge and information: ensuring food security and nutrition, appropriate timing and pedagogy, gender roles and framing, accessibility, and other elements. FAO will also support the realization of decent rural employment, promoting the progressive improvement of wages, working conditions and formalization of employment. Given the strong seasonal nature of agricultural livelihood activities, FAO will promote strategies that facilitate diversification of agriculture and livelihoods over seasons. Also, considering the importance of temporary and seasonal migration for the rural extreme poor, FAO will support country schemes to facilitate orderly and safe, seasonal or permanent, migration to other rural areas or urban areas (including small cities and towns), enabling access to decent employment opportunities for the extreme poor.

FAO will support investments for economic inclusion that emphasize the empowerment of the rural extreme poor and develop adequate approaches, particularly for supporting extremely poor women, youth, indigenous peoples, the disabled and migrants (including refugees and internally displaced people). Strengthening the social and economic institutions, organizations and communities of the rural extreme poor will be key for developing collective action around their rights to economic and social policies and access to programmes and markets. Finally, actions will incorporate a comprehensive approach, which addresses the rural extreme poor's needs for skills development and access to natural and productive resources, and incentivizes the provision of services from the private sector, producer organizations and civil society to include extreme poor households in agricultural development programmes and investments.

Fostering environmentally sustainable and resilient livelihoods

The negative effects of climate change on rural livelihoods, particularly on agricultural production, biodiversity and natural resource management, will become increasingly severe in all regions, with serious implications for reaching the targets of the SDGs. The Paris Agreement recognizes the urgent need to address climate change and its impacts through

FAO TOOLKIT 2

PROMOTING ECONOMIC INCLUSION

While these tools provide a good starting point for FAO's actions in economic inclusion, more poverty analysis and increased targeting of the most marginal areas would need to be integrated (see section 5).

Promotion of more inclusive approaches of territorial and rural development:

- Territorial development and local knowledge systems: <http://www.fao.org/3/a-mk953e.pdf>
- Green negotiated territorial development (GreenNTD): <http://www.fao.org/3/a-i6603e.pdf> and toolkit <http://www.fao.org/3/a-i6591e.pdf>
- Adopting a territorial approach to food security and nutrition: <https://www.oecd-ilibrary.org/docserver/9789264257108-en.pdf?expires=1540469170&id=id&accname=guest&checksum=00BA16D2906B1A28EEF6ED7854D621E6>
- Territorial markets – Connecting smallholders to markets, a technical guide: http://www.csm4cfs.org/wp-content/uploads/2016/10/ENG-ConnectingSmallholdersToMarkets_web.pdf
- Landscapes for life – Approaches to landscape management for sustainable food and agriculture: <http://www.fao.org/3/i8324en/i8324en.pdf>

Promotion of social protection and productive inclusion (double inclusion) and economic empowerment:

- Strengthening coherence between agriculture and social protection to combat poverty and hunger in Africa: <http://www.fao.org/3/a-i5386e.pdf> and diagnostic tool: <http://www.fao.org/3/a-i5385e.pdf>
- Cash based transfers: <http://www.fao.org/emergencies/resources/documents/resources-detail/en/c/1106391/>
- FAO Technical Guides on gender-sensitive social protection: <http://www.fao.org/3/CA2026EN/ca2026en.pdf>, <http://www.fao.org/3/CA2038EN/ca2038en.pdf>, <http://www.fao.org/3/CA2035EN/ca2035en.pdf>

Promotion of decent rural employment:

- Promoting decent rural employment website: <http://www.fao.org/rural-employment/en/>
- End Child Labour in Agriculture E-Learning Course: <http://www.fao.org/elearning/#/elc/en/course/CL>
- Productive employment and decent work in rural areas E-learning course: <http://www.fao.org/elearning/#/elc/en/course/DRE>
- Gender opportunities and constraints in land-related agricultural investments: <http://www.fao.org/3/ca0182en/CA0182EN.pdf>
- Developing gender-sensitive value chains – Guidelines for practitioners: <http://www.fao.org/documents/card/en/c/19212EN>
- Non-wood forest products: <http://www.fao.org/sustainable-forest-management/toolbox/modules/management-of-non-wood-forest-products/basic-knowledge/en/>

Methodologies for building skills in agricultural production:

- Junior Farmer Field and Life Schools (JFFLS) Facilitator's Guide modules: <http://www.fao.org/rural-employment/resources/detail/en/c/317992/>
- Dimitra: Community Listeners' Clubs: <http://www.fao.org/docrep/014/am604e/am604e.pdf>

BOX 5 THE GAMBIA: HELPING MARGINALIZED FISHING COMMUNITIES

Since 2015, FAO and the Gambian Government have joined forces to end extreme poverty and food insecurity among small-scale fisher communities by helping them improve their productivity, strengthen their organizations, develop their social and human capital assets, and practice sustainable fish resource use.

CONTEXT

The Gambia is one of the poorest countries in Africa, with nearly half the population living on less than USD 1.90 a day. One of the main sources of livelihoods for extreme poor communities in coastal and riverside areas is small-scale fishing (i.e. activities involving mainly self-employed, manual labour in the capture, transformation and commercialization of marine and inland fish products). Some 200 000 people in The Gambia (about 10 percent of the population) work in small-scale fisheries, including ancillary workers, such as boat builders, fish processors and traders. Fisheries are also the main supplier of animal protein for most Gambians. However, small-scale fishers often face numerous constraints which prevent them from improving their livelihoods; they often use low-input fishing practices, such as small boats and non-motorized canoes, or adopt inadequate and unsustainable fishing methods, such as using small mesh nets which capture juvenile fish, leading to the depletion of some fish species. Often operating informally, existing community-based organizations have limited knowledge of how to effectively co-manage fisheries resources. Without strong organizations, fisherfolk have less access to credit and markets and less

decision-making power. Also, with limited knowledge of proper fish handling, processing and preservation methods, post-harvest losses can reach up to 30 percent of the catch.

FAO'S SUPPORT TO SUSTAINABLE SMALL-SCALE FISHERIES

Through its capacity building programme, FAO is sensitizing small-scale fishers to the use of appropriate fishing gear and techniques, while providing them with fish sampling and measuring tools, as well as fishing equipment. Post-harvest losses are reduced by building community capacity in terms of processing, quality control, preservation, marketing and fish waste management. With strengthened existing organizations, fisherfolk and post-harvest operators get a fairer price for their produce on local and international markets, and they participate in decision-making processes to advocate for their needs. Fishers' organizations also receive training on stock assessment and fisheries co-management techniques, including on hygienic measures to follow throughout the value chain to ensure product safety and avoid post-harvest losses. To ensure the sustainability of the project, FAO is strengthening the capacity of local institutions to monitor and ensure the sustainable use of fisheries resources, by training them on the application of the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication.

IMPACT

Overall, the project has strengthened the capacity of small-scale fishers to manage fish resources in a sustainable manner,



while increasing their incomes and food security. With training, fisherfolk have become sensitized against the use of illegal, unreported and unregulated fishing practices, including prohibited fishing gear and fishing in restricted areas; and staff from the Ministry of Fisheries and Water Resources have improved the monitoring of fishing activities, thus better ensuring compliance with the national Fisheries Regulation. The provision of fishing equipment to fishers has encouraged the use of appropriate fishing techniques — helping them maximize their catch, while conserving fish stocks and avoiding the catch of juvenile fish — and enabled fishers to be economically independent.

The project has also helped reduce post-harvest losses and increase the quality of fish products, thus raising the incomes of small producers along the value chain. Through hands-on training, communities have learnt good practices on the handling, processing, transporting and packaging of fish products. Small processors and traders can now get better returns on the higher quality fish products they sell in local and international markets, with the use of rehabilitated smoke houses, local drying racks, covered fish market stalls, fresh fish preservation boxes, solar-powered refrigerators and fish driers.

IN FOCUS The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication

Small-scale fisheries is strongly anchored in local communities. For many small-scale fish workers, it represents a way of life, with hundreds of millions of rural people in developing countries depending on fisheries for their livelihoods. However, many small-scale fishing communities continue to face high levels of poverty and food insecurity. *The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication* represent the first international instrument dedicated entirely to this sector. These Guidelines aim to address the multidimensional aspects of poverty,

which often affect small-scale fishing communities; they stress the importance for small-scale fishing communities to have secure tenure rights, as well as to share responsibilities for the conservation and management of fishery resources. This means small-scale fishers must adopt fishing practices that protect resources over the long term. To help small-scale fishers improve their livelihoods, participatory decision-making and effective policies are needed which address their constraints. The participation of small-scale fishing communities in the design, planning and implementation of management systems is crucial to sustain fisheries.

an integrated approach,¹² emphasizing the intrinsic relationship between climate change actions and the eradication of poverty, as well as with food security and ending hunger (United Nations, 2015b). In this context, FAO's work on reaching Target 1.1 is linked to actions aimed at reaching Target 1.5 – building the resilience of the poor and those in vulnerable situations, reducing their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.

In this context, FAO will support the revision, development and implementation of the Nationally

Determined Contributions (NDCs), National Adaptation Plans (NAPs), and climate adaptation and mitigation investments – including through 'Climate Finance' – and focus on how these instruments reach the rural extreme poor. To support these processes, FAO will enhance the generation of evidence and policy support on the interrelation between poverty reduction and climate change, through the development, implementation, monitoring and evaluation of global, national and transboundary policies and practices that foster sustainable development, climate change adaptation and mitigation, and resilient livelihoods in the short and long term.

¹² The Paris Agreement enhances the implementation of the United Nations Framework Convention on Climate Change (UNFCCC) and aims to strengthen the global response to the threat of climate change in the context of sustainable development and efforts to eradicate poverty (Article 2(1), Paris Agreement, United Nations 2015b).

At local level, FAO will support actions to help the rural extreme poor understand the impact of climate change on their livelihoods, but also the impact of the way they respond to climate change. The work of FAO will explicitly address the barriers of the rural extreme poor to adapt or diversify their livelihood practices to climate change, create alternative sources of employment for those who need to stop using natural resources at risk, and support

actions to achieve a balance between protecting the environment and ensuring that resources are used sustainably for income generation. FAO recognizes that poor and vulnerable communities are at both the receiving and delivering end of climate change adaptation. They not only need external support, but also their own collective adaptive capacity to become proactive (Kalikoski *et al.*, 2018). In this sense, FAO will promote a multidimensional and multisectoral

FAO TOOLKIT 3

FOSTERING ENVIRONMENTALLY SUSTAINABLE AND RESILIENT LIVELIHOODS

The tools below can support FAO's actions to foster environmentally sustainable and resilient livelihoods. However, they would benefit from the incorporation of additional poverty analysis, and more dedicated and comprehensive programmes targeting the rural extreme poor in marginal areas (see section 5).

Voluntary Guidelines:

- The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security: <http://www.fao.org/docrep/016/i2801e/i2801e.pdf> and e-learning courses on governance of tenure: <http://www.fao.org/tenure/resources/collections/e-learning/en/>
- The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication: <http://www.fao.org/voluntary-guidelines-small-scale-fisheries/guidelines/en/>
- The Voluntary Guidelines for Sustainable Soil Management: <http://www.fao.org/3/a-bl813e.pdf>

Sustainable management of resources – methodologies and tools:

- Building a common vision for sustainable food and agriculture – Principles and Approaches: <http://www.fao.org/3/a-i3940e.pdf>
- Water and poverty tools: <http://www.fao.org/land-water/water/watergovernance/water-and-poverty/en/>
- Landscapes for life: approaches to landscape management for sustainable food and agriculture: <http://www.fao.org/3/i8324en/i8324en.pdf>
- Climate Smart Agriculture Sourcebook: <http://www.fao.org/climate-smart-agriculture-sourcebook/en/>
- Technologies and practices for small agricultural producers (TECA): <http://teca.fao.org/>
- Environmental and social management guidelines: <http://www.fao.org/3/a-i4413e.pdf>
- Self-evaluation and Holistic Assessment of climate Resilience of farmers and Pastoralists (SHARP): <http://www.fao.org/in-action/sharp/en/>
- Globally important agricultural heritage systems: <http://www.fao.org/3/i9187en/i9187EN.pdf>
- Transforming Food and Agriculture to achieve the SDGs: www.fao.org/3/i9900EN/i9900en.pdf
- Agroecology knowledge hub: <http://www.fao.org/agroecology/en/>
- Pastoralist knowledge hub: <http://www.fao.org/pastoralist-knowledge-hub>
- The Mountain Partnership: <http://www.fao.org/mountain-partnership/en/>

BOX 6 ECUADOR: NURTURING SOILS, FEEDING PEOPLE

In the province of Napo, FAO is supporting the local government to create alternative livelihoods for the rural extreme poor as a strategy to increase their income and food security, while reducing land degradation and deforestation and promoting the sustainable use of natural resources.

CONTEXT

The province of Napo, Ecuador, is one of the richest and most biodiverse hotspots in the world. Spanning from the Andes to the beginning of the Amazon plain, it covers 11 percent of the Ecuadorian Amazon region and hosts 19 out of the 91 national ecosystems. Half of the territory is covered with forests, providing a wide range of services, from carbon stocks conservation to water for human consumption and timber. Yet, the province is at a crossroad: unsustainable production practices, intensification of timber extraction, and deforestation are putting pressure on the natural resource base in the province. About 60 percent of the soils are degraded, and on average, 3 000 hectares of forest disappear every year to make room for agriculture.

Biodiversity loss and land degradation are mainly due to high poverty rates. About half of Napo's population is indigenous and lives in extreme poverty, relying on subsistence agriculture and timber extraction for survival. Local producers combine the cultivation of cocoa, naranjilla, and coffee with livestock production. However, limited access to technologies and knowledge of land use planning make it difficult to improve production and get higher returns from agriculture without increasing the cultivated surface. Livestock is also a major cause of land degradation, as extensive grazing and trampling deteriorate pasture productivity — about seventy-three percent of the 66 000 hectares of land dedicated to pasture are now degraded.

Since 2014, FAO has supported the government of Ecuador in creating alternative and eco-friendly livelihoods for poor rural people in Napo; this strategy ensures their income and food security, while promoting biodiversity conservation and the sustainable use of natural resources.

FAO'S WORK ON BIODIVERSITY CONSERVATION AND THE SUSTAINABLE USE OF NATURAL RESOURCES

FAO is working with local institutions and rural communities to renew the province's productive sector by helping people become agents of conservation: promoting sustainable agriculture, livestock and forestry production practices to improve small producers' incomes and livelihood; and providing incentives and conservation agreements to reduce the expansion of the agricultural frontier, while preserving forests and their

ecosystems. To ensure long-term sustainability, FAO is helping to create a participatory mechanism for environmental governance at provincial level, thereby strengthening the capacities of local governments to mainstream biodiversity and natural resource management into land-use planning and management, and improving coordination between the different government levels.

IMPACT

Since 2014, the project has already helped restore 2 500 hectares of forest by supplying inputs and financing the establishment of tree nurseries to produce seedlings. With incentives and training in ecological restoration and reforestation, Napo's inhabitants have become the main agents of conservation of local forest ecosystems. Through Farmer Field Schools and demonstration plots, local inhabitants have learnt about good practices in cocoa, naranjilla and livestock production, and have received inputs to put what they learn into practice, including shovels, forage choppers, electric fences and tree seedlings. By setting up two value chain plans for cocoa and naranjilla, the project has helped small producers market their sustainably produced crops in domestic markets, thus benefitting the local economy. Rural communities also received support to produce and commercialize BioTrade products, as well as training in management plans, eco-labels, procurement, and tourism best practices. Overall, improved rural livelihoods have reduced the risk of encroachment over the protected areas of Napo, thereby contributing to restoring ecosystem functions while securing incomes.

IN FOCUS

FAO's work on biodiversity conservation and the sustainable use of natural resources in Napo also addresses the social exclusion experienced by extremely poor women. The project promotes their participation in decision-making and economic activities, contributing to their social and economic empowerment. This is done by: 1) generating opportunities for extremely poor and moderate poor households headed by women, especially in BioTrade and ecotourism; 2) providing special technical assistance on reforestation to women requesting any of the existing incentive mechanisms; 3) fostering their participation in trainings and in planning and decision-making at provincial, municipal, community and family levels; and 4) addressing women's specific vulnerabilities in land use development plans and the inter-institutional strategy for natural resource management.

approach that includes social protection, economic development programmes and resilience building programmes, including disaster risk reduction (DRR). The first two of these enable people to escape poverty, while the first and third prevent vulnerable people from descending into it (DRR is further addressed in the next section). FAO also draws on multidisciplinary perspectives and knowledge bases, including indigenous and local knowledge.

In addition to climate action, FAO recognizes that conservation, restoration and revitalization of natural resources and biodiversity should directly benefit the rural extreme poor, particularly those living in

remote marginal areas. Many of the extreme poor in rural areas depend on reliable and safe access to water, forests, fisheries, and land resources to sustain their agricultural livelihoods. Natural resources and ecosystem services are also the basis for sustainable and productive food and agriculture systems. In this context, FAO will support activities that build local capacity, particularly of the rural extreme poor and most marginal areas, to conserve and revitalize natural resources and biodiversity to ensure their future use. The activities include: combating land degradation (desertification and soil erosion) and water pollution; preventing the over-exploitation of

FAO TOOLKIT 4

PREVENTING AND PROTECTING AGAINST RISKS AND SHOCKS, AND RESTORING LIVELIHOODS

The tools below can support FAO's actions to prevent and protect against risks and shocks, and restore livelihoods.

Diagnostics and preparedness:

- RIMA: Resilience Index Measurement and Analysis: <http://www.fao.org/resilience/background/tools/rima/it/>
- FAO prepare and respond: <http://www.fao.org/emergencies/how-we-work/prepare-and-respond/en/>

Disaster Risk Reduction:

- Resilient Livelihoods: Disaster Risk Reduction for Food and Nutrition Security: <http://www.fao.org/3/a-i3270e.pdf>

Conflict management:

- Collaborative conflict management for enhanced national forest programmes: <http://www.fao.org/docrep/015/i2604e/i2604e00.pdf> and negotiation and mediation techniques: <http://www.fao.org/docrep/011/a1329e/a1329e00.HTM>
- Field guide to conflict analysis: <http://www.fao.org/docrep/008/a0032e/a0032e0d.htm>

Social protection:

- Cash based transfers: <http://www.fao.org/3/I9684EN/i9684en.pdf> and <http://www.fao.org/3/I7648EN/i7648en.pdf>
- The role of social protection in protracted crises: <http://www.fao.org/3/a-i6636e.pdf> and <http://www.fao.org/3/a-i7606e.pdf>

Other tools for support in the context of emergencies:

- FAO in emergencies: <http://www.fao.org/emergencies/en/>
- Accountability to affected populations (AAP): <http://www.fao.org/emergencies/resources/documents/resources-detail/en/c/175107/>

BOX 7 SOMALIA: SAVING LIVELIHOODS, SAVING LIVES

In Somalia, FAO is working to build resilient livelihoods and help extremely poor people preserve their assets and productive capacity in areas affected by conflict and drought. This is done through cash-for-work, an integrated approach aimed at generating short-term employment and long-term productive opportunities by combining immediate financial support, infrastructure recovery and skill building.

CONTEXT

The ten-year conflict has left Somalia struggling with high levels of extreme poverty and hunger. Conflict led to the loss of livelihoods and assets, leaving entire communities without food or the means to survive. In June 2016, almost 40 percent of the population was acutely food insecure. Of these, almost one million people faced emergency and critical food insecurity levels, with 26 percent living in rural areas. Levels of acute malnutrition and deprivation in Somalia have kept growing since then. Extreme climate events and droughts are exacerbating the already poor living conditions in the northern regions of Somaliland and Puntland, where most of the hungry and poorest people live, and where El Niño led to severe drought. Poor rains and droughts led to a massive outmigration of livestock, rising water prices and a sharp increase in debt among poor households.

FAO'S CASH-FOR-WORK APPROACH IN SOMALIA

Cash-for-work provided local communities and poor farmers affected by drought with productive and paid work opportunities, granting them immediate income to meet their basic needs, while rehabilitating basic infrastructure necessary for agricultural production and new income generation opportunities, including water catchments, irrigation canals and feeder roads. Additional training also helped to equip beneficiaries with the necessary skills to maintain the rehabilitated infrastructure over time. For example, to ensure the sustainability of the improved water facilities, FAO provided vulnerable communities with training in administration, management, operation and maintenance.

Cash-for-work interventions also targeted poor women in vulnerable areas of Somalia. Gender inequality is particularly high in the country, as Somali women experience higher unemployment compared with men, while providing most of the unpaid care work. They also have unequal access to productive resources, information and technology for crop and livestock production, and fisheries. This pushes them to resort to negative coping strategies in their efforts to obtain food or income, especially in the absence of male family members or remittances, or in the presence of men with no source of income. FAO ensured

that at least 30 percent of participants in cash-for-work activities were women and that they were assigned to infrastructure sites near their homesteads and offered flexible working hours.

IMPACT

Through cash-for-work, FAO has helped to create short-term employment opportunities for 36 000 poor and extreme poor households across Somaliland and Puntland. Beneficiaries include populations affected by drought, crises and emergency food insecurity levels and chronic food insecure households. The cash earned helped them meet their basic needs, such as for food and water, without having to sell crucial productive assets or becoming deeply indebted. This ensured that the poorest households did not descend further into poverty, limiting the adoption of negative coping mechanisms. At the same time, the work performed by the beneficiaries contributed to rehabilitating productive infrastructure, benefitting the community beyond the period of actual cash-for-work activities, and contributing to the building of more resilient livelihoods, especially in rural areas. For example, contour bunds are now helping to channel harvested water to the catchments, regenerate pasture, control soil erosion and increase water retention, while closed river embankments are helping to rehabilitate degraded mangrove forests, which provide a critical buffer against storms, protect against environmental degradation and improve fish breeding grounds. Rehabilitation of productive infrastructure has also contributed to increasing food availability by improving livestock and agricultural production. With better infrastructure and training, farmers and pastoralists have rapidly increased their yields and have stronger connections to markets.

IN FOCUS

Cash-for-work reaches many of the extreme poor and hungry: populations facing crisis and emergency food insecurity levels, who have lost their productive assets and income sources; small or poor farmers engaged in subsistence farming in drought-prone, rain-fed and marginal areas; agro-pastoralists and pastoralists with small herds, at or below subsistence level; women-dependent households or households headed by the disabled and the elderly; households from marginalized and minority clans, or ethnic groups with difficulties in accessing income generating activities; and internally displaced people recognized by the host community, and returnees.

fisheries; and promoting the sustainable management of soil, water and biodiversity for agricultural use, particularly in drought-prone and steep areas, through agroecological practices, climate-smart agriculture and land and forest restoration measures.

The promotion of the responsible governance of tenure of resources, particularly of the resources on which the rural extreme poor depend the most, is intrinsically linked with fostering the sustainable management of natural resources. Actions to improve the governance of tenure systems deal with recognizing the legitimate tenure rights of people to use, manage and control land, and fisheries; they are fundamental to helping the rural extreme poor not only adapt to the effects of climate change and promote the conservation of resources, but also to enable the rural extreme poor develop more resilient livelihoods and access additional resources. In this context, FAO will support countries in fostering good governance of tenure of natural resources and assess the social, economic, and environmental consequences of their use over the long term.

Preventing and protecting against risks and shocks

In the context of extreme poverty eradication, dedicated actions are needed to enhance preparedness, build resilience, and address transitory poverty, in particular with regard to people who have been affected by natural disasters, famine, protracted crises or conflict. In these contexts, FAO will support countries to build resilient rural livelihoods and enhance the capacity of the poorest to predict, withstand, absorb or reduce, and counteract the impact of environmental and conflict-related shocks. FAO will help countries to identify potential and recurrent risks of the rural extreme poor and vulnerable populations to climate-related risks, natural disasters, conflict and food chain crises, as well as build their resilience capacity at both household

and community levels. Some areas of work include integrating assessments of specific vulnerabilities of the rural extreme poor in Early Warning and Early Action (EWEA) systems; formulating adequate preparedness and response measures to enhance their resilience and response capacity; enhancing the extreme poor's access to risk reducing technologies and practices; and using conflict sensitive analysis to address root causes of social conflict, which tend to increase extreme poverty and inequality, and are often related to power imbalances over access to natural resources, such as land and water.

FAO will help strengthen and expand social protection systems and ensure that they are risk-informed and shock-responsive. In so doing, FAO can improve the resilience capacity of rural households in the context of climate-related shocks, natural disasters or conflict, and prevent people from falling further into extreme poverty. This will be paired with actions that strengthen local institutions and social cohesion, empowering civil society in affected areas.

Finally, FAO will also implement actions to restore the necessary conditions for resilient agricultural related livelihoods and income diversification after climate shocks or conflicts occur, paying special attention to the rural extreme poor and most vulnerable. This includes rebuilding basic water infrastructure, such as water systems and post-harvest facilities (fish landing sites, markets, and so on); explicitly targeting the most vulnerable populations; supporting land reclamation and restoration processes of the extreme poor; rehabilitating households' productive capacities, such as the replacement of lost fishing vessels and equipment; distributing adequate agricultural inputs, seeds and tools and other assets explicitly to the poorest and most vulnerable; and, "building-back-better" those conditions to foster pro-poor agricultural development, including for the extreme poor.



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5

Operationalization of FAO Rural Extreme Poverty Framework



FAO is committed to leaving no one behind, reaching the extreme poor explicitly and proactively in the process of achieving the goals of the 2030 Agenda. Based on its mandate and work on the ground, FAO is well-placed to foster environmentally and economically sustainable pathways of development, while helping countries to address the underlying factors that drive and perpetuate poverty. FAO will work together with country counterparts and partners to operationalize this Framework, focusing on five main deliverables:

Deliverable 1: Better align the areas of FAO's mandate into global and national actions to eradicate extreme poverty

FAO will strengthen its position among the leading group of global partners committed to eradicating extreme poverty, and further embed the areas of its mandate (food security, agriculture, fisheries, forestry, natural resource management, biodiversity, food systems, and others) into global and national efforts for the eradication of extreme poverty – SDG Target 1.1.

This framework highlights four main areas of the Organization's work that, if focused on the rural poor and extreme poor, can accelerate reaching Target 1.1 of the SDGs: food security and nutrition, economic inclusion, environmentally sustainable and resilient livelihoods, and preventing and protecting the poor and the vulnerable against risks and shocks, while helping restore their livelihoods following natural or human-made shocks. FAO will bolster its efforts to better align these key areas to global, regional and country-level efforts to eradicate extreme rural poverty. Specific actions are outlined below.

At national level:

- > FAO will highlight the rural dimension of poverty and extreme poverty in the preparation of

country United Nations Development Assistance Frameworks (UNDAF), including the Common Country Analysis (CCA).

- > Processes for the preparation or revision of new Country Programming Frameworks (CPFs) will include discussions with government institutions on how FAO activities can specifically contribute to reducing rural poverty, and what technical support will be provided for rural poverty reduction, while specifically focusing on reaching Target 1.1.
- > Country Programming Frameworks will align to the UNDAF and will be based on the Common Country Analysis and/or poverty assessments carried out by the country, development partners or FAO, for which guidance will be provided (see Deliverable 2).
- > Country Programming Frameworks will incorporate a long-term view (towards year 2030 and beyond) to achieve the SDGs, including SDG 1 and its Target 1.1, and promote this long-term view of development with its partners at country level.¹³
- > FAO will build stronger partnerships with key ministries and institutions at country level mandated with the task of eradicating poverty and extreme poverty, in addition to the ministries of agriculture and the environment, aligning FAO's mandated areas to country strategies for rural extreme poverty eradication and building synergies with other SDG targets.

At global level:

- > The role of FAO's work on reducing rural extreme poverty (the four areas mentioned in section 4) will be recognized by FAO Member Countries and Governing Bodies¹⁴, as well as its partners, so that all may contribute to the effective implementation of this Framework.

¹³ A long-term view of development is necessary to combat extreme poverty and to ensure dedicated support to the rural extreme poor. This includes understanding the phenomenon of poverty and its interrelations with other problems; engaging in more participatory processes with main stakeholders; building long-term and more sustainable partners and trust; ensuring coordinated actions across sectors; and allowing potentially slow, but more durable results.

¹⁴ Including the Committee on Agriculture (COAG), Committee Commodity Problems (CCP), Committee on Fisheries (COFI), Committee on Forests (COFO).

- > FAO will assess and effectively communicate the interlinkages between the eradication of extreme poverty and the elimination of hunger with sustainable food, agriculture, and the management of natural resources in the context of climate change, and how the areas of FAO's mandate contribute towards reaching Targets 1.1 and 2.1.
- > FAO will identify opportunities and develop strategic alliances for joint work – focusing specifically on actions related to reaching Target 1.1, and on rural areas – at global, regional and national levels with relevant international organizations mandated for poverty reduction/eradication, including International Financial Institutions (IFIs), relevant agencies in the UN System (such as IFAD, UNDP, and UNICEF), and donors.
- > FAO will create and further strengthen existing international bodies and networks to specifically target rural poverty and extreme poverty at global and regional levels, such as the Inter-Agency Expert Group Meeting in support of the Implementation of the Third United Nations Decade for the Eradication of Poverty (2018–2027) and the International Decade of Family Farming (2018–2028).
- > FAO and its partners will disseminate good practices and knowledge on the reduction of rural poverty and extreme poverty through online platforms, seminars, and conferences, in collaboration with other UN agencies and strategic partners. FAO will foster bilateral and triangular cooperation, enhancing partnerships through South-South Cooperation (SSC).

Deliverable 2: Increase the capacity to reach the poorest of the poor by undertaking poverty analysis

Enhancing FAO's reach to the rural extreme poor will require increasing the Organization's (and its partners') capacity, to use and generate monetary and multidimensional poverty analysis to better understand sources of food insecurity, livelihoods and vulnerability. It will also require the Organization to

undertake further analytical work to support policy processes for the eradication of rural poverty and extreme poverty. Poverty analysis will take place at different levels, including the technical, programming and project level, as outlined below.

Technical level – analytical work to strengthen FAO policy support:

- > FAO will strengthen its capacity, as well as the capacity of its partners, to use existing monetary and multidimensional poverty indicators and analysis, and undertake poverty analysis through the development and promotion of methodologies and tools, technical assistance and capacity development programmes in collaboration with the World Bank, the Economic Commission for Latin America and the Caribbean (ECLAC), the United Nations Development Programme (UNDP), the International Food Policy Research Institute (IFPRI), and other actors.
- > FAO will support efforts of countries and other international partners to better identify and characterize rural extreme poverty (and overall rural poverty), including the relevance of monetary and multidimensional measures of poverty for the agricultural, food and environmental sectors, and provide the basis for inclusion of agricultural, forestry, fisheries and other rural issues in other policy domains.
- > FAO will strengthen its capacity to carry out analytical work on rural poverty and the characterization of livelihoods. Rural poverty and livelihoods analysis will explicitly distinguish different levels of rural poverty (extreme, moderate) and poverty dynamics (transient, chronic), covering sources of food insecurity, nutrition, rural incomes and employment, education and skills, opportunities, household assets and resources, and vulnerabilities – including those related to gender inequalities, the life cycle, ethnicity, conflict, and environmental risk, as appropriate (see Box 8).
- > Technical divisions and decentralized offices will enhance existing, and where necessary, develop new methodologies and tools to support policy and

programme assistance in FAO's technical areas, as well as to characterize and reach the rural extreme poor. FAO will also strengthen its capacity within the regular programme on poverty and policy analysis, and coordinate a Technical Network on Poverty Analysis.

- > Analysis that FAO undertakes in the context of policies, programmes and projects will assess the trade-offs between eradicating extreme poverty and fulfilling other goals supported by the Organization, particularly those in relation to agricultural development and climate change.

BOX 8 DIMENSIONS OF RURAL POVERTY ANALYSIS

Ending extreme poverty requires a better understanding of the characteristics of the extreme poor, including demographics, location, sources of disempowerment (including conflict), and time considerations (poverty dynamics based on labour or weather seasonality and/or shocks). It is not enough to measure poverty by looking at income and consumption indicators; the specific vulnerabilities that extreme poor people face must also be known to make the interventions that reach the poorest of the poor more direct and effective. It is also important to understand why those who manage to escape poverty often slip back into poverty. Profiling the characteristics of the rural extreme poor and analysing the dynamics of poverty in each context are fundamental to developing appropriate short-term and long-term responses to extreme poverty, and reaching the rural extreme poor more effectively through policies and programmes.

The poverty profiling that FAO undertakes will use both households and individuals as units of analysis, disaggregating information by gender, age and ethnicity as appropriate and as data permit. While most analysis will be descriptive in nature, where feasible and appropriate, more sophisticated multivariate techniques may be utilized. FAO poverty profiling will consider the elements outlined below.

Livelihoods profiling and access to key assets. Rural poverty analysis should look at what kind of activities the extreme poor are engaged in, and the extent to which they can access key assets given their context, including land, infrastructure and credit. The Sustainable Livelihoods Framework provides a useful tool to guide poverty profiling:

- **Natural (Environmental) capital:** natural resources (soil, land, water, wildlife, biodiversity, environmental resources, ecosystem integrity), and the distinction between access to private and common resources. This can include analysis on vulnerabilities to extreme weather events, such as droughts, floods and hurricanes, which disproportionately affect the poorest of the poor.
- **Physical capital:** basic infrastructure (safe water, sanitation, energy, transport, communications), housing and the means and equipment of production.

- **Human capital:** health, knowledge, skills, information, ability to work.
- **Social capital:** relationships of trust, membership of groups, networks, access to wider institutions and political representation, participation and decision-making.
- **Financial capital:** financial resources and access to financial services available (regular remittances or pensions, savings, insurance, credit and other safety nets – also livestock in some contexts).

Aggregate and disaggregated consumption and income. Poverty analysis should take into consideration all sources of income, including all sub-sectors of agriculture (crop and livestock production, fisheries, forests, aquaculture) and non-agricultural activities. Poverty analysis should also cover food and non-food consumption, as well as patterns of food expenditure.

Socio-economic dimensions. Poverty analysis should consider different dimensions of deprivation, including health, education, housing, decent employment, social protection, food security and nutrition and household ability to withstand shocks.

Poverty dynamics. Poverty analysis should assess vulnerability to poverty, or the probability of an individual or household becoming poor in a given moment of time, which helps characterize whether poverty is transient, chronic or persistent. This is also particularly important for responding to situations of extreme poverty in conflict and emergency situations and for better understanding the implications of seasonality and migration strategies.

Social vulnerabilities. Information should be disaggregated to the extent possible by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts, to better understand the specific vulnerabilities the extreme poor face. Social, cultural and behavioural barriers to inclusion, including social exclusion such as gender discrimination and stigma, should also be characterized.

Physical exposure and vulnerability. Analysis should cover both productive capacity of natural resources that the extreme poor depend on, as well as their exposure and vulnerability to climate shocks.

FAO TOOLKIT 5**SOME RESOURCES FOR RURAL POVERTY ANALYSIS, PROFILING AND TARGETING**

- FAO e-learning courses on rural poverty (available from 2019)
- The Rural Livelihoods Information System (RuLIS): <http://www.fao.org/in-action/rural-livelihoods-dataset-rulis>
- Resilience Index Measurement Analysis (RIMA): <http://www.fao.org/resilience/background/tools/rima>
- WAW: <http://www.fao.org/land-water/overview/waw/en/>
- SHARP: <http://www.fao.org/in-action/sharp/en/>
- Livelihood mapping approach: <http://www.fao.org/in-action/water-for-poverty-in-africa/tools-and-methodologies/mapping/en/>
- Social analysis for more effective agriculture and rural development investments: www.fao.org/support-to-investment/knowledge-resources/learning-tools/social-analysis/en/

Programming level – programme formulators will use global and country poverty data and information to better focus FAO’s work at country level:

- > FAO will strengthen its capacity to integrate existing monetary and multidimensional poverty indicators as well as undertake poverty analysis to support UNDAF Common Country Analysis and CPF formulation, as well as guide national and regional initiatives.
- > FAO will use poverty analysis to guide and monitor the contribution of its five Strategic Objectives to Target 1.1, as well as its contribution to the broader set of SDGs. FAO will continue to update and expand the Rural Livelihoods Information System database (RuLIS) to monitor rural livelihoods at global and country level, as well as establish strategic alliances with the World Bank, UNDP, and other international partners to enhance the rural dimensions of poverty and monitor progress in the reduction of rural extreme poverty.

Project level – project formulators will use poverty analysis to leverage a better understanding of the root causes of poverty and extreme poverty and develop sound theories of change in the design of

projects, responding to context specificities (see also Deliverable 3):

- > FAO will develop practical tools, guidelines and a screening list (a minimum set of considerations) to be included in FAO’s project cycle, building on and strengthening FAO’s commitment to incorporate gender mainstreaming and stakeholder engagement, as appropriate.
- > FAO will strengthen the capacities of project formulators in the use of poverty analysis and in the development of sound social safeguard mechanisms, particularly for the FAO Emergency programme and projects developed for the Global Environmental Fund (GEF), the Green Climate Fund (GCF) and the Investment Centre. FAO (ES Department, in consultation with other divisions and Decentralized Offices) will select at least one programme or project a year to conduct a quantitative and qualitative impact assessment on outcomes related to rural extreme poverty reduction. These assessments will build sound evidence of FAO’s contribution to Target 1.1, foster continuous learning to support FAO proposed best practices, and facilitate adjustments and refinements to approaches and project design, when needed.

Deliverable 3: Develop dedicated and integrated approaches for the rural extreme poor

FAO will promote the development of dedicated and integrated approaches to reach the extreme poor, ensuring that their needs and aspirations are addressed, and encouraging their voice and participation in the decisions that affect them. At least 20 percent of FAO projects will explicitly target the extreme poor. More specifically:

- > FAO will support countries in designing and implementing dedicated and integrated programmes that specifically address the constraints of the rural extreme poor and enhance options for the differentiated pathways out of poverty. FAO will highlight the specificities of the great diversity of rural livelihoods, such as pastoralism, fisheries, forestry, and family farming, and their interlinkages with the food system and the non-agricultural sectors. The Organization will also employ territorial and landscape approaches and establish linkages with social protection systems, social and economic inclusion and decent employment generation schemes in the agricultural and non-agricultural sectors of the rural economy.
- > FAO will apply inclusive approaches to support specific vulnerable groups, depending on the context – indigenous people, rural women and youth, people with physical disabilities and other groups with specific vulnerabilities – working to reinforce their influence, collective action and innovation capacity in terms of shaping the different pathways out of poverty. To ensure that the extreme poor fully benefit from these programmes, FAO's approach will take into consideration and explicitly address the cultural, social, physical and psychological barriers faced by those living in extreme poverty.
- > FAO, and particularly the Resource Mobilization division, will provide adequate support to Strategic Programmes, technical divisions and Decentralized Offices to ensure that resources are mobilized to develop dedicated and integrated programmes that directly target the rural extreme poor.

Deliverable 4: Ensure that FAO's actions are not "poverty creating" by assessing the potential and unintended impact on reversing poverty reduction, and by strengthening the application of social and environmental safeguards and consultation mechanisms

Interventions in agricultural sectors, food systems and the environment are never neutral in terms of their impact on poverty, hunger and inequality. Such interventions could have unintended negative consequences on poorer households, such as increasing the cost of food or inputs, or generating pressure on land and water, leading to economic exclusion and increasing inequalities. At the same time, economic development can also have detrimental consequences for the environment, for example, when big infrastructure projects such as dams or roads are built, or tourism enclaves are developed in fragile areas of high biodiversity. Different policy objectives present trade-offs that render the process of sustainable development more challenging; however, FAO should strive to promote and implement more balanced solutions through alternative approaches to rural extreme poverty reduction. To do so:

- > FAO will systematically apply its environmental and social safeguard guidelines to both assure "no harm" and enhance participatory decision-making processes. FAO environmental and social management guidelines will include extreme poverty reduction considerations in the relevant areas, providing practical tools and methodologies to guide FAO's project cycle.
- > FAO together with its partners will evaluate the trade-offs within and between approaches over SDGs 1 and 2, and the other goals of the 2030 Agenda, including the identification of winners and losers, and opting for solutions that maximize the outcomes of sustainable development in the long term, while respecting people's rights. Some available tools and guidelines include the Voluntary Guidelines for the Responsible Tenure

of Land, Fisheries and Forests (VGGTs), the Responsible Investments in Agriculture Principles (RAI), and the use of Free, Prior and Informed

Consent (for projects implemented in indigenous peoples' territories). These tools and guidelines are described in more detail in Box 9.

BOX 9 KEY GUIDELINES FOR ENSURING "NO HARM"

FAO Environmental and Social Management Guidelines (ESM) are an important building block for FAO's approach to achieve sustainable development. Their purpose is to guide FAO headquarters and decentralized offices in the management of environmental and social (E&S) risks in its strategies, policies and field projects. The ESM are aligned with the FAO project cycle and play a vital role in ensuring the quality of field projects. The consistent application of the ESM Guidelines also helps to generate knowledge on a continuing basis, to enhance the quality of FAO projects and programmes, and to update FAO's normative principles and policies, which are derived largely from field experience. FAO Environmental and Social Standards relate to the following areas: natural resource management, biodiversity, ecosystems and natural habitats, plant genetic resources for food and agriculture, animal – livestock and aquatic – genetic resources for food and agriculture, pest and pesticide management, involuntary resettlement and displacement, decent work, gender equality, indigenous peoples and cultural heritage.

The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs) are to achieve food security for all and support the progressive realization of the right to adequate food in the context of national food security. While supporting efforts towards the eradication of hunger and poverty, the VGGTs are also intended to contribute to achieving sustainable livelihoods, social stability, housing security, rural development, environmental protection, and sustainable social and economic development. Based on the Guidelines' principles and technical

areas, a wide range of information resources have been developed to support the development and implementation of policies related to tenure, some closely related to reducing extreme poverty – e.g. improving the tenure of pastoral lands, respecting Free and Prior Informed Consent, gender equitable tenure, and improving ways to record tenure rights.

Free, Prior and Informed Consent (FPIC) is a specific right that pertains to indigenous peoples and is recognized in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). It allows indigenous peoples to give or withhold consent to a project that may affect them or their territories. Once they have given their consent, they can withdraw it at any stage. Furthermore, FPIC enables them to negotiate the conditions under which the project will be designed, implemented, monitored and evaluated. This is also embedded within the universal right to self-determination. FAO has developed a Policy on Indigenous and Tribal Peoples that ensures the organization makes all due efforts to respect, include and promote indigenous issues in relevant work.

The Principles for Responsible Investment in Agriculture and Food Systems (RAI) were prepared by the Committee on World Food Security to promote responsible investment in agriculture and food systems to contribute to food security and nutrition, and to support the progressive realization of the right to adequate food in the context of national food security. Principle 2 explicitly requires investments to contribute to sustainable and inclusive development and the eradication of poverty.

FAO TOOLKIT 6

SOME RESOURCES FOR ENSURING "NO HARM"

- FAO Environmental and Social Management guidelines: <http://www.fao.org/3/a-i4413e.pdf>
- FAO Free Prior Informed Consent manual: <http://www.fao.org/3/a-i6190e.pdf>
- The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security: <http://www.fao.org/docrep/016/i2801e/i2801e.pdf> and e-learning courses on governance of tenure: <http://www.fao.org/tenure/resources/collections/e-learning/en/>
- Principles for Responsible Investment in Agriculture and Food Systems: <http://www.fao.org/3/a-au866e.pdf>

Deliverable 5: Accounting for FAO's contribution to SDG 1, and to Target 1.1 in particular

FAO will take stock of its contribution to Target 1.1 of the SDGs, including in the Organization's reporting, as well as through impact assessments of key programmes and projects. Specific actions are as follows.

- > FAO will keep track of the number of technical cooperation projects (voluntarily funded and through the Technical Cooperation Programme Facility), and the budget amount contributing to the following:
 1. rural extreme poverty reduction, directly (e.g. specifically targeting the rural extreme poor or most marginal peoples in rural areas);
 2. rural poverty reduction, directly (e.g. specifically benefitting the rural poor or marginal territories and their communities);
 3. rural poverty reduction, indirectly (e.g. fostering an enabling environment for poverty reduction or indirect benefits of interventions); and
 4. no contribution.

Practical guidelines will be provided through FAO's Project Cycle system. FAO project formulators will be encouraged and capacitated to use poverty analysis and to develop sound theories of change.

In relation to Deliverable 2, FAO will promote the evaluation of key flagship programmes and their impact on extreme poverty eradication, as follows:

- > The office of evaluation will systematically integrate poverty reduction assessments in their thematic and strategic evaluations, country programme evaluations, project evaluations, and joint evaluations, focusing on the extent to which the vulnerabilities of the poor and extreme poor are addressed as well as the extent to which these contribute to the eradication of rural extreme poverty.
- > FAO will support the Policy Intelligence and Support Coordination Unit in the Economic and Social Development Department, and relevant technical divisions engaged in impact evaluation, including the Agricultural Development Economics Division (ESA) and the Social Policies and Rural Institutions (ESP), in their efforts to assess the impacts of innovative programmes and projects for rural extreme poverty reduction, particularly those which target the rural extreme poor. Technical divisions and regional offices will gradually incorporate more impact evaluation analysis on poverty reduction outcomes of government-led programmes receiving FAO's technical support, in collaboration with governments and other partners (e.g. World Bank, CGIAR, IFAD, IFPRI, and others).

BOX 10 ACCOUNTING FOR FAO'S CONTRIBUTION TO RURAL POVERTY REDUCTION (INCLUDING EXTREME POVERTY)

FAO's current contribution to the eradication of extreme poverty has been estimated by the Rural Poverty Reduction Programme Management Team (SP3), with the support of the Field Programme Management Information System team (FPMIS). For projects in 2018, only about 8 percent of FAO's total budget for projects was tagged as contributing to poverty reduction directly, based on the mention of "poverty" and "extreme poverty" in the project documents. However, a more substantive amount — 57 percent of the total budget for projects — may have made contributions, based on the mention of the following words: smallholders, family farming, subsistence, livelihoods, vulnerable, resilience, hungry, zero hunger, inclusive, indigenous, minorities, social protection, and others.

Breakdown by project resources

Category	Amount in USD	%
Directly benefiting the rural poor (uses the word poverty)	113 486 339.03	8.3%
Directly benefiting the rural extreme poor	Not possible to determine	
Potentially benefiting the rural poor (uses other proxy words for poverty)	780 483 400.00	57%
No tag (or not benefiting the rural poor)	474 381 225.20	34.7%
Total	1 368 350 964.23	100%

FAO's current monitoring system cannot disaggregate these projects by their contribution to the reduction of rural moderate poverty and rural extreme poverty separately, partly because most FAO projects do not specify the welfare level of its beneficiaries (using any kind of poverty definition). In the

future, the FAO project monitoring system should become more consistent with the SDG target indicators, enabling FAO to track its contribution to all SDGs, including Target 1.1. A key recommendation of this Framework is to enable the disaggregation of projects contributing directly to reducing moderate and extreme poverty. To do so, projects will need to enhance the use of poverty analysis in project formulation to determine during the formulation of the project, whether it contributes directly to the reduction of rural extreme poverty (or rural moderate poverty) — for example, by targeting specifically the extreme poor households, or at best, the poorest territories of a country — or indirectly, by providing indirect impacts or fostering an enabling environment for rural development and employment generation.

Through this and other actions described in this Framework, the Organization will aim to reach the following goals by 2030: At least half of FAO's projects should contribute directly to the rural poor, of which 20 percent should target the rural extreme poor through dedicated and integrated programmes. In addition, 20 percent of all projects that FAO implements should indirectly benefit the rural poor by fostering an enabling environment for pro-poor, inclusive, rural development or generating employment. The goal is that 70 percent of FAO projects benefit the rural poor, either directly or indirectly. This should be achieved through the following: (1) better accounting of FAO's project beneficiaries; (2) increasing FAO's capacity to reach the rural moderate and extreme poor through dedicated and integrated approaches, including the use of poverty analysis; (3) better orienting and linking the theory of change of these projects towards the achievement of the SDGs.

Category	% Goal by 2030
Projects directly benefiting the rural extreme poor: dedicated and integrated programmes directly targeting the rural extreme poor.	20%
Projects directly benefiting the rural moderate poor: programmes directly targeting the rural moderate poor and marginal communities.	30%
Indirectly benefiting the rural poor: fostering an enabling environment for rural development and employment generation (e.g. market access, environmental conservation, agricultural infrastructure investments, etc.) or creating employment generation.	20%
No tag (or not benefiting the rural poor).	30%
Total	100%



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