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环境减贫UN案例与经验

UN Cases and Experiences on Environment and Poverty Reduction

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研究背景

Research Background

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- ▼ 绿色发展和减贫是**2030**年可持续发展议程首要目标。绿色发展和绿色减贫逐渐成为全球共识。随着气候变化和资源环境恶化带来的自然和社会经济变化，绿色经济逐渐成为经济发展的主流。

Green development and poverty reduction remain the primary objectives for the 2030 sustainable development agenda. Green development and green poverty reduction have gradually become global consensus. Along with the change of natural, social and economic development brought by climate change, resource scarcity and environment deterioration, **green economy has become mainstream of economic development.**

研究背景

Research Background

- ▼ 中国生态脆弱区与贫困地区高度重合:全国 **80%**以上国家扶 贫重点县和贫重点县和贫重点县和贫重点县和 **95%** 的绝对贫困人口分布在生态环境脆弱地区。连片特困区生态脆弱性指数与贫困指数相关性较高（吴国宝，**2017**）。

About 80% of poor counties and 95% of poor rural population are living in ecologically fragile areas. High correlation existed between the ecologically vulnerability and poverty in the poverty blocks ($R^2=0.82$).

研究背景

Research Background

- ▼ 绿色发展和扶贫脱贫是中国新时期国家发展战略重要内容。
Green development and poverty alleviation are important contents of People's Republic of China's national development strategy in the new period.
- ▼ 绿色减贫成为中国《十三五脱贫攻坚规划》的战略选择，提出易地搬迁脱贫和生态保护扶贫战略，其中生态保护补偿机制作为生态保护扶贫的一项重要内容。
Green poverty reduction has become a strategic choice for China's "13th Five-Year poverty alleviation plan," which put forward resetting to alleviation poverty and ecological protection for poverty alleviation.
Ecological compensation is one of the important measure of ecological protection for poverty alleviation.

研究背景

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- ▼ 中国绿色减贫已经从绿色减贫的理念上升到了政策层面和制度层面，并推进到了多项绿色减贫创新实践，探索出了很多新模式。

China green poverty reduction is already from the concept to the green poverty alleviation policy and system. A lot of green poverty alleviation innovation practice and new pattern is promoted.

- 生态补偿扶贫 Ecological compensation and poverty alleviation
- 光伏发电 Photovoltaic poverty alleviation
- 旅游扶贫 Tourism poverty alleviation



国际减贫新理念和方法

International New Ideas and Approaches for Poverty Reduction

国际减贫新理念和方法

International New Ideas and Approaches for Poverty Reduction

- ▼ **2030可持续发展议程** The 2030 Agenda for Sustainable Development
- ▼ **多维贫困与精准扶贫** Multidimensional Poverty and Targeted Poverty Alleviation
- ▼ **参与式扶贫与能力建设** Participatory Poverty Alleviation and Capacity Building

可持续发展目标



多维贫困与精准扶贫

Multidimensional Poverty and Targeted Poverty Alleviation

贫困是多维的

Poverty is
multidimensional

- ▼ “人类基本需求被严重剥夺的一种生活状态，包括食物、安全饮用水、卫生设施、健康、住所、教育和信息。这不仅取决于收入，还取决于获得社会服务。” (联合国, 1995)

“A condition characterized by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. It depends not only on income but also on access to social services.”
(UN, 1995)

多维贫困与精准扶贫

Multidimensional Poverty and Targeted Poverty Alleviation

精准扶贫

Targeted
Poverty
Alleviation

- ▼ 阿玛蒂亚·森的贫困理论 Amartya Sen's **Poverty theory**
- ▼ 收入贫困：绝对贫困、相对贫困
Income poverty: Absolute poverty, relative poverty
- ▼ 能力贫困：可行能力被剥夺或限制
Poverty of Capacity: Capacity is deprived or restricted
- ▼ 权利贫困：由于权利的被剥夺或者其他条件的不足造成的。
Poverty of Rights: The rights are deprived or restricted
- ▼ 精准扶贫战略：对所有贫困人口建档立卡，分类施策
Targeted poverty alleviation: File income and household cards for all poor people and sort them out and give different policies to reduce the poverty.
- ▼ 绿色减贫是推进精准扶贫精准脱贫的最有效方式
Green poverty reduction is to promote precision poverty alleviation, the most effective way to eliminate poverty.



UN环境与减贫经验

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Experiences

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▼ 绿色经济与扶贫: **Green Economics and Poverty Reduction**

- 绿色经济倡议: 研究产品、咨询服务和促进合作伙伴关系建立, 9个联合国范围内应对危机共同措施 (**Joint Crisis Initiatives, JCI**) 中的一部分, 绿色倡议的研究行动和能力建设行动的倡议来自**20**多个联合国机构。

Green Economy Initiative(GEI): Three components of the GEI—producing research products, providing advisory services to UNEP Member States, and promoting partnerships. It is part of the Joint Crisis initiated by more than 20 UN institutions for research activities and capacity building of green economics.

- 行动: 增加绿色投资; 增加绿色职位的数量和质量, 提高绿色部门占**GDP**的比重, 同时减少单位产品所消耗的能源和资源, 减少单位**GDP**二氧化碳排放和污染水平, 减少浪费形式的消费。

Activities: Increase in green investment; Quantity & quality of jobs in green sectors; Share of green sectors in GDP; Energy/resource use per unit of production; CO₂ and pollution level/GDP; Decrease wasteful consumption.

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绿色经济与扶贫: Green Economics and Poverty Reduction (continued)

- 绿色经济成功案例: 肯尼亚的上网电价、乌干达有机农业、巴西的可持续城市规划、印度农村生态基础设施、尼泊尔的森林管理、厄瓜多尔的生态系统服务、突尼斯的太阳能、中国的可再生能源等项目

Success cases: Feed-in Tariffs in Kenya; Organic Agriculture in Uganda; Sustainable Urban Planning in Brazil; Rural Ecological Infrastructure in India; Forest Management in Nepal; Ecosystem Services in Ecuador; Solar Energy in Tunisia; Renewable Energy in the People's Republic of China, etc.

绿色经济与扶贫案例：乌干达有机农业

Cases on Green Economics and Poverty Reduction: Organic Agriculture in Uganda

▼ 有机农业标准：Uganda/East African Organic Products Standards

- 干预：促进有机农业生产；制定标准体系、认证和鉴定制度；加强研究，促进技术开发和传播；支持有机农产品市场发展；提高有机产品种植的知识和技能；改善产品的保存、储存和增值；自然资源可持续利用；促进妇女、青年、穷人等特殊利益群体的参与

Interventions: promotion of organic agriculture; system of standards, certification and accreditation; the promotion of research, knowledge and skills for organic products; improvement of preservation, storage and value addition; sustainable use of natural resources; and participation of the special interest groups such as women, youth, and the poor and vulnerable.

- 外汇收入从2004年的370万美元增加到2008年2280万美元，提高了农户收入，减缓气候变化

Certified organic exports increased from US\$3.7 million in 2003/4, to US\$22.8 million in 2007/8, farmers income increased, and mitigated climate change

UN环境与减贫经验

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- ▼ **贫困环境倡议: Poverty-Environment Initiative (PEI)**
 - 联合国开发计划署（**UNDP**）和联合国环境规划署（**UNEP**）发起的贫困环境倡议（**PEI**）是联合国消除贫穷的全球项目，旨在通过支持国家主导的全球性努力，使贫困与环境的链接成为国家发展规划的主流，将贫穷与环境联系纳入国家和次国家发展规划，从决策到预算、实施和监测 (**UNDP-UNEP,2017**).

The PEI is a global UN programme initiated by the UNDP and UNEP which assists countries in Africa, Asia-Pacific, Latin America and Europe to integrate poverty-environment linkages into national and sub-national development planning, from policymaking to budgeting, implementation and monitoring (UNDP-UNEP,2017).

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贫困环境倡议: **Poverty-Environment Initiative (PEI)** (continued)

- 成效:

- 将**P-E**从规范概念纳入国家主流运作模式
- 在一些国家试点运行
- 越来越多的成功案例和不断增长的需求
- 与发展机构合作, 扩大**PEI**的方法, 将**P-E**纳入主流以及**UNDP-UNEP**的联合项目模式。

- **Achievements:** Poverty-Environment (P-E) mainstreaming has been successfully undertaken by an increasing number of PEI country programmes.

- Developing P-E mainstreaming from a normative concept into a country-led operational model
- Piloting that model in several countries
- Demonstrating increasing success and generating increasing demand
- Partnering with development agencies to scale-up the PEI approach to P-E mainstreaming and the joint programming model between UNDP-UNEP

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贫困环境倡议: **Poverty-Environment Initiative (PEI)** (continued)

- 亚太地区环境-贫困倡议: 在UNDP、UNEP等6个全球性机构资助下, PEI在亚太地区的不丹、印尼、老挝、内蒙、尼泊尔、菲律宾等9个国家使利贫的自然资源管理成为经济政策和决策的主流政策。

PEI interventions in the Asia-Pacific region: The Poverty-Environment Initiative helps nine countries in Asia Pacific to achieve inclusive green economies: Bangladesh, Bhutan, Indonesia, Laos, Mongolia, Myanmar, Nepal, Philippines, and Thailand.

- 非洲贫困与环境倡议: 卢旺达环境贫困倡议

卢旺达PEI项目的总体预期目标是加强健全的资源环境管理对减贫、可持续经济增长和国家发展目标的贡献。卢旺达的PEI方案在2005-2013年期间分三个阶段实施

PEI Africa: PEI Rwanda

The overall intended objective of the PEI Rwanda programme is to enhance the contribution of sound ENR management to poverty reduction, sustainable economic growth, and the achievement of national development goals. Between 2005 and 2013, the PEI programme in Rwanda was implemented in three phases.

表1 贫困与环境倡议估计的非洲环境和自然资源退化成本

Costs of Environmental and Natural Resource Degradation in Africa Estimated by PEI

国家及来源 Country and Sources	环境和自然资源退化的成本 Cost of Environmental and Natural Resource Degradation	重点 Importance
布基纳法索 Burkina Faso (UNDP-UN Environment PEI, 2011b)	<ul style="list-style-type: none"> • GDP: 18%-22% • 相当于17亿美元每年 • Equivalent to US\$1.7 billion per year 	<ul style="list-style-type: none"> • 损失相当于执行整个国家发展议程所需预算的一半。 • 用于自然资源和环境管理的1CFA法郎将防止超过2CFA法郎的损失和低效率。 • This loss is equivalent to half of the budget needed to implement the entire national development agenda. • Every 1 CFA franc spent on natural resource and environmental management would prevent more than 2 CFA francs in damages and inefficiencies.
毛里塔尼亚 Mauritania (UNDP-UN Environment PEI, 2008a)	<ul style="list-style-type: none"> • GDP: 14% • 相当于1.922亿美元每年 • US\$192.2 million per year 	<ul style="list-style-type: none"> • 通过将关键部门（水和卫生、渔业、农业、森林和采矿的环境可持续性政策）综合起来，可以降低成本。 • The costs could be reduced by integrating environmental sustainability in key sectoral policies (water and sanitation, fisheries, agriculture, forests and mining).
马里 Mali (UNDP-UN Environment PEI, 2009a)	<ul style="list-style-type: none"> • GDP: 21.3% • 相当于13亿美元每年 • Equivalent to US\$1.3 billion 	<ul style="list-style-type: none"> • 对于旨在解决这些成本的项目，投资回报率应该是正的。 • Investment return rates could be positive for projects designed to tackle these costs.
莫桑比克 Mozambique (UNDP-UN Environment PEI, 2012a)	<ul style="list-style-type: none"> • GDP: 17% • 相当于3.7亿美元每年 • Equivalent to US\$370 million 	<ul style="list-style-type: none"> • 修复这些损失的估算成本是GDP的9%，具有正的回报率。 • The estimated cost to remediate these damages is 9% of GDP, implying a positive rate of return.
马拉维 Malawi (UNDP-UN Environment PEI, 2011a and 2016)	<ul style="list-style-type: none"> • GDP: 5.3% • 相当于1.91亿美元每年 • Equivalent to US\$191 million 	<ul style="list-style-type: none"> • 2009用于教育和保健的费用超过国内生产总值。 • 仅仅百分之一（30万美元）的环境和自然资源公共支出就可以每年增加国内生产总值1700万美元。 • Costs are more than GDP allocated to education and health in 2009. • Just a 1% (US\$300,000) increase in public expenditure on the environment and natural resources can increase GDP by US\$17 million annually.

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○ 卢旺达环境贫困倡议: PEI Rwanda

1) 影响政策过程 **Influencing policy processes**

- 干预措施: PEI团队参与定期工作组会议和编写工作文件, 深入参与经济发展与贫困减少战略, 提出创新的P-E评估方法和指标地图(2005), 发布规划向导, 并对卢旺达的自然资源管理进行了经济分析(2006)

Interventions: The PEI team intensively contributes to group meetings and working papers; an initial P-E assessment and an indicator mapping (2005); guidelines on mainstreaming the environment into the EDPRS (2006) and the energy sector (2006) were issued, and the economic analysis of natural resource management in Rwanda (2006) was concluded.

2) 加强部门和区域水平的机制和能力建设 **Strengthening institutions and capacities at sector and district level**

- 干预措施: 与国家、部门的决策者和预算官员保持密切联系, 以加强能力和跨部门协调, 将P-E纳入主流工作。开展多项国家能力建设的P-E主流化行动, 启动卢旺达政府-减贫环境倡议实习计划, 实习人员分配到主管部门, 以加强P-E主流化的部级能力。

Interventions: Sustained engagement with policy makers and budget officers at national, sector, and district level to enhance capacity and cross-sector coordination for P-E mainstreaming. Numerous activities to build national capacity for P-E mainstreaming; GoR-PEI internship programme to strengthen ministerial capacity for P-E mainstreaming.

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卢旺达环境贫困倡议: **PEI Rwanda** (continued)

3) 影响预算流程和融资选择 **Influencing budget processes and financing options**

- **干预措施:** 开展了2005 - 2008年公共环境费用审查 (**PEER**)，只有0.4%的国家预算分配给环境和气候变化。政府在**PEI**支持下建立了国家环境与气候变化基金 (**FONERWA**)

Interventions: Carried out a Public Environment Expenditure Review (PEER) for the period 2005-2008, which showed only 0.4% of the national budget was allocated to the environment and climate change. Establishing a national fund for the environment and climate change (FONERWA) to increase investments in environment and climate change.

4) 通过对基层的示范影响提高认识 **Raising awareness by demonstrating impact on the ground**

- **干预措施:** 设计和实施鲁巴伊 (**Rubaya**) 示范村项目。支持新建房屋、雨水收集、沼气系统、植树和梯田等行动。当地社区在规划过程中发挥了核心作用，在区议会的支持下管理项目。

Interventions: Design and implementation of the Rubaya demonstration. New houses, rainwater harvesting and biogas systems, tree planting and terracing were supported. The local community played a central role in the planning process with support from the district council.

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▼ 卢旺达环境贫困倡议经验: PEI Rwanda Lessons Learned

- **PEI项目要和机制体制、领导力和能力建设问题相互链接, 建立强大的国家权利和来自政府和UNDP等机构的政策支持, PEI工作人员要深入和持续地参与到国家发展规划进程中**
The PEI Rwanda programme can be linked to institutional, leadership, and capacity issues. Building strong country ownership and political support from across the Government and UNDP, PEI staff need to get involved in national development planning.
- **财政和经济规划部在加强贫困-环境主流化的跨部门协调方面发挥着关键作用, 新的国家方案是由财政和规划部而不是环境机构领导的**
The finance and planning sector played a crucial role in strengthening cross-sector coordination for P-E mainstreaming. The new country programmes were designed to be led by finance and planning ministries rather than by environment agencies.
- **解决后续阶段中的问题要从政策转向实施, 需要更多地关注预算过程、部门工作和具体的示范**
To move from policy to implementation, greater attention needs to be paid to budget processes, sector work, and concrete demonstrations.
- **为确保在行业和地区层面落实环境-贫困目标, 部门和地区规划者为实现这些目标的自主权和能力需要进一步加强。**
To ensure the implementation of P-E objectives at the sector and district level, the ownership and capacity among sector and district planners to implement these goals need to be further strengthened.

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- ▼ 生态补偿与减贫: **Ecological Compensation/PES and Poverty Reduction**
 - 环境服务支付 Payment for Environmental Services (PES)
 - 比较成功的案例: 1933年美国实施田纳西河（Tennessee）流域管理计划, 1985年美国开始实施耕地保护性储备计划（Conservation Reserve Program — CRP），哥斯达黎加PES等, 巴西里约热内卢微型流域管理计划是FAO推动的基于社区的环境服务支付与减贫行动。
 - **Success cases:** Tennessee catchment management planning in the USA, Conservation Reserve Program—CRP, PES in Costa Rica, and PES in micro watersheds Rio Rural, Brazil

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生态补偿与减贫: Ecological Compensation/PES and Poverty Reduction (continued)

- 巴西里约热内卢微型流域环境服务支付: **48个微型流域, 支持4000个农户**
PES in micro watersheds Rio Rural, Brazil: A pilot and demonstrative basis; 48 micro watershed supporting 4,000 small householders.
- 资助: 全球环境基金 (**2006-2011**)、世界银行 (**2010-2018**), 联邦和州级项目和流域委员会等私有资金
Funding: funding from GEF (2006-2011), the World Bank (2010-2018), federal and state programmers, private sector (SOS Mata Atlântica Foundation & Watershed Committees).
- 目标: 赋予农户权力, 增强农户对环境问题的认识, 促使他们具有更好的社会和生产包容性, 成为自然资源可持续管理和生态友好型农业的主要伙伴。
Objective: empowering family farmers, raising awareness about environmental issues, and promoting their social and productive inclusion, so they can act as main partners in the sustainable management of natural resources and eco-friendly agriculture.

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生态补偿与减贫: Ecological Compensation/PES and Poverty Reduction (continued)

- 试点区选择: 具有显著生物多样性的小型流域, 至关重要的泉水、地表或地下水来源的小集水区、小农户集中区

Pilot areas:

- significance of the micro catchment's biodiversity
- Presence of critical springs or other sources of surface or ground water critical to the protection of the micro-catchment
- Concentration of small farmers
- Existing level of community organization

- 受益者: 7.8万农民受益, 其中47,000人获得直接的财政激励和技术援助

Beneficiaries: benefit 78,000 farmers, 47,000 with direct financial incentives and technical assistance to improve productivity.

- 行动措施: 休牧系统、改良的作物系统、农林综合系统、技术援助

Initiatives: Rotational Grazing, Improved Cropping Systems, Agroforestry System, and Technical Assistance.

UN环境与减贫经验

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生态补偿与减贫: Ecological Compensation/PES and Poverty Reduction (continued)

- 成效 **Achievements:**

- 在较小的空间生产不使用化肥农药生产出高品质的食物、农户收入增加

Producing quality food in small spaces without using pesticides or chemical fertilizers, household income increasing

- 引入土壤保持措施，采用绿肥、有机肥和改良灌溉，综合实施小型家禽养殖场，通过改良作物系统促进土壤肥力和碳积累

Soil fertility and carbon accumulation are also stimulated with improved cropping systems through the introduction of soil conservation practices, green manure, organic manure and improved irrigation, integrated to the implementation of small poultry farming units.

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生态补偿与减贫: Ecological Compensation/PES and Poverty Reduction (continued)

○ 成效 Achievements:

- 结合不同作物和林木的种植，增加农民收入和碳储量，减少病虫害，减轻天然林的压力。

Combining the cultivation of diverse crops and forest trees to increase farm income and carbon storage, reduce pests and diseases, and reduce pressure on natural forest.

- **Emater-Rio** 作为合伙人，向小农提供技术援助，开展能力建设培训班，培训和实施可持续生产技术。

Technical assistance is provided by Emater-Rio, developing capacity building training with implementation of sustainable techniques.

UN环境与减贫经验

UN Environment and Poverty Reduction

- ▼ **环境金融和微型信贷扶贫 Environmental Finance and Small Grants for Poverty Alleviation**
 - 针对贫困和边缘化人口的绿色微型信贷，实现扶贫目标，主要通过全球共同性发言项目实施，**SGP**在**125**个国家支持了超过**20,000**个社区项目
Through green micro credit for impoverished and marginalized people to realize poverty alleviation targets—mainly through UNDP's Speaking for The Global Commons (SGP), who has supported over 20,000 community-based projects in 125 countries.
 - **UNDP**秘鲁小额赠款：在**GEF**小额赠款支持下，秘鲁的妇女恢复了**5**种颜色的野生棉花，为创收活动手工艺品等提供了基础，社区协会积极管理稀缺的水资源，改善当地的灌溉系统，提高家庭收入并改善了生计。
Small Grants in Peru: The women have succeeded in recovering five traditional colors of wild cotton supported by the GEF Small Grants Program, providing the basis for much-needed income-generating activities, including the sale of handicrafts and organic fertilizer. The community association is managing water resources to improve local irrigation systems, increase income, and improve local livelihood.



经验与借鉴

Key Lessons and
Recommendations for
the People's Republic
of China

解决环境与减贫问题的主要经验及对中国的借鉴

Key Lessons to Solve Poverty-Environment Issues and Its Recommendations for the People's Republic of China (PRC)

▼ 解决环境与贫困问题的主要经验 Key Lessons to Solve Poverty-Environment Issues:

- 穷人必须被看作是解决方案的一部分，而不是问题的一部分。体现穷人优先的原则，建立必要的支持政策和机制，包括获取信息和决策，扩大穷人机会参与环境改善以提高他们生计的机会等。

The poor must be seen as part of the solution rather than part of the problem. Increase poor people's opportunities to participate in environment improvement and improve their livelihoods, and ensure that poor people have the right to access recourse and justice.

- 环境管理不能与其他的发展政策分离。必须与减贫和可持续发展行动相结合，与区域发展规划相结合，以获得持续性的结果。

Environmental management must not be separated from other development policies.

- 关注城市贫困人口面临的环境问题，以及贫困中的妇女、儿童以及其他弱势群体所面临的环境问题。

Pay more attention to urban poor, poor women, children, and other vulnerable groups, who confront environmental stress.

解决环境与减贫问题的主要经验及对中国的借鉴

Key Lessons to Solve Poverty-Environment Issues and Its Recommendations for the People's Republic of China (PRC)

▼ 对中国的借鉴 Recommendations for the PRC:

- 利用现有的全球环境保护和减贫大型倡议：环境-贫困伙伴关系倡议、绿色经济倡议、环境与减贫倡议，将环境政策纳入扶贫和国家发展规划，成为国家发展规划的主流，并注重试点区域的示范带动效应。

Take advantage of existing global environmental protection and poverty reduction initiatives: PEP, GEI and PEI; integrate environmental policies into poverty alleviation and national development planning, become mainstream of national or sub-national planning, and pay more attention to the demonstration effect of pilot area.

- 注重多资金来源与主体参与的合作伙伴关系。**PEI**倡议有**21**个国际机构参与推动

Build a partnership with diversified sources of funding and actors' participation: 21 international institutions joined the initiative of PEI

- 与国家和地方发展规划结合：**PEI**倡议的核心就是把环境-扶贫嵌入主流国家发展规划。

Integrate with national and regional development planning: the core of PEI is to integrate the Poverty-Environment Initiative into the development planning of mainstream countries or regions.

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对中国的借鉴 **Recommendations for the PRC** (continued)

- 关注小农户、基于小社区和利贫是国际环境与扶贫政策的重点，同时利用参与式和社区驱动的方法，在社区主动参与下，利于地方能力建设和执行创新

Focus on small rural households, be based in small communities, and be pro-poor, which is key to international environment-poverty policies and can contribute to local capability building and innovative implementation with communities voluntarily participating in and serving as a driving force.

- 发展合作伙伴关系，利用**PPP**模式吸引更多来源的参与者和利益相关者参与到绿色生产中，包括私有部门的参与

Develop partnerships, using PPP to attract different participants and shareholders to take part in green production.

- 充分发挥农村社团、协会和合作社等在精准扶贫中的作用，利用多维贫困指数更全面地评估环境减贫问题

Give full play to rural societies, associations and cooperatives' role in targeted poverty reduction, and estimate the linkage between environment and poverty reduction using multidimensional poverty index.

谢谢！ 请多指正！

Thank you for your attention!

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