



Operationalizing USAID's Climate Strategy to Achieve Transformative Adaptation and Mitigation in Agricultural and Food Systems







Photo by Neil Thoma

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Dear Chancellor Alexander,

On behalf of the BIFAD Subcommittee on Systemic Solutions for Climate Change Adaptation and Mitigation in Agricultural, Nutrition, and Food Systems (Subcommittee), we are pleased to submit to BIFAD our recommendations and a detailed report prepared by the BIFAD Support Team to BIFAD and guided by the Subcommittee.

The U.S. Agency for International Development's (USAID's) 2023–2030 Climate Strategy (Climate Strategy) provides a bold and ambitious vision to reduce global greenhouse gas emissions and build resilience to climate change. The Subcommittee's charge is to recommend how to operationalize the Climate Strategy for food, agriculture and nutrition systems, reflecting similar levels of aspiration. The goal of the Subcommittee's work, and therefore of this report, is to identify how to achieve large-scale impacts in climate change adaptation and mitigation related to USAID's agricultural and food security programming.

With this memo, the Subcommittee presents recommendations for BIFAD's consideration. These recommendations, and the detailed findings and conclusions of the report, were informed by extensive research and consultation with 68 key informants, 40 public commenters, and 1,000+ meeting and event participants between June 2022 and October 2023. The recommendations together form three strategic elements: targets to ensure the Agency's ambitious goal setting and accountability to make progress and deliver results; leverage points to focus USAID attention on investments that will yield the most impact globally; and USAID operational changes necessary to enable the resources and processes to achieve climate goals:

1. Targets

USAID should use climate change adaptation and mitigation targets to guide its agrifood systems programming. Targets should be aligned with the whole-of-agency Climate Strategy targets and contribute to adaptation of resilient communities, mitigation of greenhouse gas emissions, and finance for climate change adaptation and mitigation. The Subcommittee puts forward the following proposed 2030 targets for USAID's agrifood system programming:

- Adaptation Target: Enable the improved climate resilience of at least 180 million people who depend on agriculture for their livelihoods, at least half of whom are women. USAID should also develop at least one impact-based target to assess the effectiveness of Agency adaptation efforts.
- **Mitigation Target:** Reduce emissions from agrifood systems by 1.2 GtCO₂e/yr while supporting initiatives to eliminate the conversion of forest, grasslands, or peatlands to agricultural use.
- Finance Target: Mobilize \$36 billion in finance for climate change adaptation and mitigation in agrifood systems, with at least 30 percent of direct financing used for gender- and socially-inclusive investments.





2. USAID Operational Changes

Effective operationalization of the Climate Strategy within USAID's agricultural and food security portfolio requires significant organizational change. The following five recommendations describe changes that will better position USAID to achieve Climate Strategy objectives through its agrifood systems programming based on an informed understanding of the status quo, the ambition of the Climate Strategy, and significant consultation with USAID staff across the Agency.

Set, Measure, and Report on Climate Targets: To support achieving these targets, by the end of 2024, USAID should: (1) require units to commit to contributions to these targets and other Agency Climate Strategy targets; (2) finalize standardized agrifood system-specific Climate Strategy indicators and approaches for units to report on them, including aggregating adaptation and mitigation benefits across agricultural investments; (3) develop a tracking and reporting system for unit-specific progress towards Agency targets for all agricultural activities; and (4) introduce accountability measures to ensure consistent and comprehensive reporting of indicators.

Integrate Climate Objectives in Program Cycle Strategy, Design, and Implementation: Although the Climate Strategy is designed as a whole-of-agency approach, climate is not yet integrated operationally as a core, universal development objective. The Agency should require the use of climate risk, impact, and projections data across the full program cycle for agrifood system investments to balance the potential for long-term climate-resilient agricultural gains with immediate food security needs; consider the balance of benefits and costs among mitigation, adaptation, and agricultural or food security outcomes; and better integrate climate change goals in Country Development Cooperation Strategies, geographic priorities, projects, activities, and monitoring systems.

Build Climate Expertise: USAID has created positions with climate change responsibility at all levels of the organization and formed leadership teams such as the Climate Change Leadership Council. However, staff often face competing priorities, and USAID human resources remain insufficient to operationalize the Climate Strategy. The Agency should accelerate fulfilling its Climate Strategy commitments with dedicated staffing by climate change adaptation and mitigation experts in Missions and other operating units. Staffing should be based on detailed assessments of staffing needs across units. In addition, there should be increased mandatory technical trainings for Missions on climate risks, adaptation, and mitigation opportunities, and on climate-related analysis and measurement; as well as increased climate change technical assistance; expanded opportunities for Missions to share expertise, experience, and lessons learned related to the integration of climate, climate measurement, and reporting; and incentives such as the development of awards and recognition programs to acknowledge and celebrate climate champions who drive action within the agency.

Increase Climate Investment: Though climate funding at USAID has increased in the past few years, climate-related funding makes up only 1 percent of the USAID and U.S. Department of State budget. The Agency cannot achieve its ambitious Climate Strategy targets without more sufficient resources and greater flexibility in its agriculture and food security investments to advance and mainstream climate goals. The Subcommittee recommends that the Agency: increase investment levels and flexibility for climate adaptation and mitigation in agricultural and food security programming through longer or phased funding (beyond five-year cycles), stronger collaboration, and co-funding with other U.S. federal agencies including the U.S. International Development Finance Corporation (DFC) to better leverage finance.

Fund Climate Research: Agriculture and food security-related research, which represents about 15 percent of the Feed the Future Initiative's annual funding, has traditionally addressed near-term solutions to adapt to current and historical climate risk. Now, the Agency should fully harness the capacity of USAID's research investments and partnerships to proactively anticipate and address needs for climate adaptation and mitigation, and to respond to the urgency of reducing climate impacts by getting innovations to users at scale. As detailed further in the report, we recommend the Agency's agrifood research portfolio: support longer-term climate-informed interventions on (1) how to maximize benefits of agrifood system interventions for climate adaptation and mitigation, natural resource management, and biodiversity in different locations; (2) how to generate the social and behavioral change needed to support agricultural transitions; and (3) strengthen research partnerships by identifying and supporting research organizations—especially local institutions.

3. High-Potential Leverage Points

USAID should focus resources on high-potential leverage points within agrifood systems to drive transformative shifts to net-zero emissions and climate-resilient pathways while achieving Agency food security goals. While the report presents these high-potential leverage points, we also acknowledge the need for careful consideration of how strategies for adaptation, mitigation, and development in any one place form a series of intervention layers that interact and are themselves subject to political economy and local enabling conditions such as land rights, climate shocks, and other perturbations.

- Empower Women, Youth, and Other Underrepresented Groups to Drive Locally Led, Climate-Resilient Agrifood Systems
- Increase Finance for Climate Adaptation and Mitigation and Expand its Inclusivity
- · Enable the Use and Sustained Provision of Weather and Climate Services
- · Partner with and Strengthen Local Research and Development Systems
- · Expand Integrated Soil and Water Resources Management
- Expand Integrated Forest and Agricultural Land Management
- Reduce Livestock Emissions while Increasing Production Efficiency
- Reduce Food Loss and Waste

Finally, we want to emphasize that USAID can and should drive deeply impactful systems change across agrifood systems. With bold realignment of agency priorities and better integration of climate and agrifood system efforts, the Agency is better positioned than ever to bring its many strengths and assets to bear on the defining challenge of our time.

We would also like to recognize and share appreciation for the authors, contributing authors, USAID advisors, key informants, and members of the public who joined public meetings and submitted written comments to inform and refine the study in the past year. Many thanks to you, Dr. Rattan Lal, and the other Board members for your guidance, feedback, and support to the subcommittee.

Signed on behalf of the Subcommittee:

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About the Subcommittee

Launched in June 2022 and operating until November 2023, the subcommittee leads transdisciplinary evidence gathering to advise BIFAD with independent recommendations to improve USAID programming and strategies. BIFAD tasked the subcommittee with efforts to inform priority focus areas in USAID's research portfolio and will summarize evidence about the interlinkages among climate change, food security, poverty, and malnutrition reduction in developing countries, natural resource management, and land-use planning. The Subcommittee's work responds to two key objectives: 1) BIFAD Recommendations to support USAID's Role in Accelerating Systems Change and Transformative Climate Change Adaptation and Mitigation Approaches in Agriculture, Food Systems, and Nutrition in line with the U.S. Government's Global Food Security Strategy, 2022–2026, USAID's Climate Strategy, 2022–2030, and other sectoral policies; and 2) BIFAD Recommendations to Support USAID's Role in Targeting Climate Finance to Benefit Smallholder farmers. Subcommittee members bring a breadth of expertise across disciplines and a diversity of views and organizational perspectives to tackling the greatest challenge to food security.

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Acronyms and Abbreviations

AFOLLI	A section like the Franchiscon of Others Land III.	NIMO	National Matagraph size Compies
AFOLU	Agriculture, Forestry, and Other Land Use	NMS	National Meteorological Services
BHA	Bureau for Humanitarian Assistance	OU	Operating Unit
BIFAD	Board for International Food and Agricultural Development	PES	Payment for Ecosystems Services
001.0	·	PHL	Post-Harvest Loss
CCLC	Climate Change Leadership Council	PPP	Public-Private Partnership
CCTWG	Climate Change Technical Working Group	PREPARE	President's Emergency Plan for Ad
CDCS	Country Development Cooperation Strategies		Resilience
CHIRPS	Climate Hazards Group InfraRed Precipitation with Station data	PREPARED	Planning for Resilience in East Afric Adaptation, Research, and Econom
CIL	Climate Integration Lead	PRO-IP	Policy on Promoting the Rights of
CISR	Climate Information Services Research Initiative		Indigenous Peoples
CRM	Climate Risk Management	PSE	Private Sector Engagement Policy
DDI	ΡΔΛ	R&D	Research and Development
DO		RAA	Required as Applicable
DFC	U.S. International Development Finance Corporation	RDO	Regional Development Objective
DFI	Development Finance Institution	REFS RFSA UNEP UNFCCC	Bureau for Resilience, Environment and Food Security
DRC	Democratic Republic of the Congo		Resilience Food Security Activity
EEI	Center for Environment, Energy, and Infrastructure		United Nations Environment Progra UN Framework Convention on Clin
ER4	Early Recovery, Risk Reduction, and Resilience		
FEWS NET	Famine Early Warning Systems Network		(
FTF	Feed the Future	WRM	Water Resources Management
FLW	Food Loss and Waste	WCS ZOI	Weather and Climate Services
GESE	Gender Equality and Social Inclusion		Zone of Influence
GEWE	Gender Equality and Women's Empowerment	201	Zone or influence
GFSS	U.S. Government Global Food Security Strategy		
GHG	Greenhouse Gases		
ICT	Information Communications Technology		
IPCC	Intergovernmental Panel on Climate Change		
IR	Intermediate Result		
LMICs	Low- and Middle-Income Countries		
MRV	Measurement, Reporting, and Verification		
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ng Unit nt for Ecosystems Services arvest Loss Private Partnership nt's Emergency Plan for Adaptation and g for Resilience in East Africa through Policy, tion, Research, and Economic Development n Promoting the Rights of ous Peoples Sector Engagement Policy ch and Development d as Applicable al Development Objective for Resilience, Environment, od Security ce Food Security Activity Nations Environment Program mework Convention on Climate Change Savings and Loan Association esources Management r and Climate Services Influence

NAP

NARS

NDC

NGO

National Adaptation Plan

National Agricultural Research Services

Nationally Determined Contribution

Nongovernmental Organization

Executive Summary

his report identifies and recommends ambitious action for climate change adaptation and mitigation related to USAID's agricultural and food security programs, to reduce global poverty, hunger, and malnutrition. Transformative change across the agrifood system is required to meet global climate policy targets, including the 1.5°C warming threshold. 1.2 Agrifood systems contribute nearly a third of anthropogenic greenhouse gas (GHG) emissions and agriculture is the sector most vulnerable to climate change, particularly in USAID's focal countries, where poor and underrepresented groups carry the burden of climate change impacts. Humanitarian crises driven by climate change are growing both more frequent and more severe, and many of the people most impacted by them depend on agriculture for their livelihoods.

The USAID Climate Strategy (2022-2030) puts forward a broad vision for a resilient, prosperous, and equitable world with net-zero greenhouse gas emissions and specifies ambitious high-level targets for whole-of-agency action. Guided by the Climate Strategy, this report develops recommendations specific to USAID's agricultural and food security programs. The report develops targets, high-impact leverage points, and USAID operational changes as a three-pronged strategy to encourage target-driven action leading to large-scale change while matching USAID organizational capacities to needs. Targets ensure ambitious goals and accountability in tracking progress; leverage points focus attention on where USAID investment can yield the most impact globally; and operational changes enable the resources and processes needed to achieve climate goals (Figure ES1). Ongoing attention to these three strategic elements is needed for successful implementation of the Climate Strategy.



Photo by Mugarura Victor, Feed the Future Rwanda Hinga Weze Activity

This report was commissioned by the presidentially appointed advisory committee to USAID, the Board for International Food and Agricultural Development (BIFAD), and developed with guidance from the BIFAD Subcommittee on Systemic Solutions for Climate Change Adaptation and Mitigation in Agricultural, Nutrition, and Food Systems, with research and implementation support from a BIFAD support mechanism implemented by Tetra Tech. The study is based on a desk review of the scientific literature and USAID documents, expert input from Subcommittee members, and interviews with key respondents and USAID staff, from both missions and headquarters. This draft has benefited from external peer reviews and several rounds of USAID and public feedback.

i This report considers hunger to be an outcome and a correlate of food insecurity and thus included in its definition.

OPPORTUNITIES AND CHALLENGES TO ACHIEVING USAID'S CLIMATE CHANGE AMBITIONS

USAID has a comparative advantage in work on climate change and agrifood development at scale. The establishment of the Bureau for Resilience, Environment, and Food Security (REFS) in 2023 also creates opportunities to better integrate climate and food security programs.

However, funding for climate change in the Agency remains low. Of the U.S. Department of State's and USAID's total FY 2023 enacted budget of \$59.7 billion, approximately one percent (\$715 million⁴) was appropriated for USAID climate-focused work in adaptation (\$270 million), sustainable landscapes (\$185 million), and clean energy (\$260 million). USAID's global agricultural funding, meanwhile, was \$1 billion in FY23.6 In addition, congressionally determined food security and climate funding is not always aligned with the technical or geographical priorities defined by USAID development and climate change experts.

While there is strong buy-in for the Climate Strategy across the Agency, climate change is not yet fully incorporated into agrifood programming to reduce hunger. Operating units lack ambitious targets. Climate change goals in agrifood systems, particularly related to mitigation, are unclear and technical expertise and capacity to use climate information in programming are limited. Operating units continue to treat climate change largely as a risk to programming rather than an imperative for action. USAID-supported research also has not generated the systematic evidence, approaches, and products needed to address climate impacts on agriculture and food security.

2030 CLIMATE CHANGE TARGETS

Building on the USAID Climate Strategy and other targets in the literature, the report provides 2030 targets for USAID's agrifood system programming. The targets contribute to the whole-of-agency mitigation, adaptation, and finance targets in the Climate Strategy. See Figure ES2.

Mitigation Target: Reduce emissions from agrifood systems by 1.2 GtCO₂e/yr while supporting initiatives to avoid net conversion of forest, grasslands, or peatlands to agricultural use. The target is based on the mitigation needed in countries where USAID currently works to stay below a 2°C increase by 2100.

Adaptation Target: Enable the improved climate resilience of at least 180 million people who depend on agriculture for their livelihoods, at least half of whom are women. This target was calculated as a proportion of the Climate Strategy's target of 500 million people based on the percentage of individuals employed in agriculture within the countries where USAID operates. USAID should also develop at least one impact-based target to assess the effectiveness of Agency adaptation efforts to reduce global poverty, hunger, and malnutrition.

Finance Target: Mobilize \$36 billion in finance for climate change adaptation and mitigation in agrifood systems, with at least 30 percent of direct financing used for gender- and socially-inclusive investments. This target reflects the share of the agrifood sector's global need for finance relative to other sectors, as a proportion of USAID's whole-of-agency target of \$150 billion.

HOW: USAID INSTITUTIONAL CHANGE

Effective operationalization of the Climate Strategy within USAID's agrifood portfolio requires significant organizational change. This should include setting ambitious adaptation, mitigation, and finance targets; better integrating climate change goals in Country Development Cooperation Strategies, geographic priorities, projects, activities, and monitoring systems; and making climate change a priority in the Agency's research investments, funding decisions, staffing, and capacity building. See Figure ES2 for a summary of recommendations.

WHAT: LEVERAGE POINTS

The study presents leverage points within agrifood systems that drive transformative shifts to net-zero and climate-resilient pathways enabling Agency goals of reducing global poverty, hunger, and malnutrition. Eight leverage points were identified through discussion with the Subcommittee, expert input from key informant interviews, public meeting feedback, and the literature review, and prioritized based on their potential for large-scale systems impact; technical potential for adaptation, mitigation, and food security; and alignment with USAID strategy and investments. See Figure ES2 for a summary of these leverage points.

WHERE: FOCUS GEOGRAPHY

The urgency of mitigation and adaptation investments differs by region. While the entire world needs to adapt to a changing climate, regions with low resilience should be prioritized immediately for adaptation interventions. Similarly, while mitigation is a global effort, regions with high or rapidly growing emissions should be prioritized immediately to support with mitigation. USAID planners must work closely with partner governments and counterparts to design appropriate programs for the local context, balancing adaptation needs and mitigation potential while meeting development objectives, as described in Table ES1.

USAID has the opportunity to drive systems change across agrifood systems that is both deeply impactful and broadly shared. With bold realignment of agency priorities and better integration of climate and agrifood system efforts, the Agency is better positioned than ever to bring its many strengths and assets to bear on the defining challenge of our time.

TABLE ES1: GEOGRAPHIC PRIORITIZATION OF ADAPTATION, MITIGATION, AND INTEGRATED APPROACHES

PRIORITIZATION	DESCRIPTION	ILLUSTRATIVE GEOGRAPHIC EXAMPLE
Adaptation	Regions that have low overall contributions to GHG emissions but are facing early and significant climate impacts	The Sahel - Agrifood systems are continuously impacted by increasing temperatures and more frequent climate extremes which require adaptation approaches involving less reliance on climate-sensitive livelihoods. The region has low overall GHG emissions.
Mitigation	Regions that are high GHG emitters or are key contributors to sequestration efforts (or both); and/or areas which emphasize certain agricultural commodities that produce methane (livestock and rice)	The Amazon rainforest - As the world's largest tropical rainforest, it plays a critical role in regulating carbon cycles and absorbing large amounts of GHG emissions. Deforestation driven by agriculture and livestock production in the Amazon leads to increased GHG emissions and other significant implications, including decreased rainfall in the region and contributions to the rise of global temperatures.
Fully Integrated	Regions that have high potential for maximizing adaptation and mitigation benefits within agricultural and food security investments	The Congo Basin - The Congo Basin absorbs more carbon than any other rainforest and is a critical source of food and livelihoods for communities across six countries. Sustainable forest management and climate-smart interventions in the Basin can promote agroforestry livelihoods and avoid GHG emissions from deforestation.

USAID has the opportunity to drive systems change across agrifood systems that is both deeply impactful and broadly shared. With bold realignment of agency priorities and better integration of climate and agrifood system efforts, the Agency is better positioned than ever to bring its many strengths and assets to bear on the defining challenge of our time.

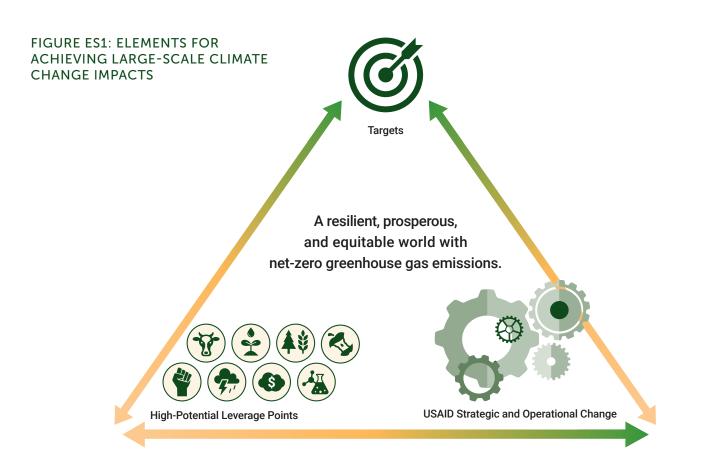


FIGURE ES2: SUMMARY OF RECOMMENDED TARGETS, OPERATIONAL CHANGES, AND LEVERAGE POINTS

2030 TARGETS

Mitigation:

Reduce emissions from agrifood systems by 1.2 $GtCO_2e/yr$

- 0.6 GtCO₂e/yr on-farm
- 0.6 GtCO₂e/yr in the food system supply chain

Require zero net conversion of forest, grasslands, or peatlands into agricultural use at the project level.

Adaptation:

Enable the improved climate resilience of at least 180 million people who depend on agriculture for their livelihoods, at least half of whom are women.

Develop at least one impact-based target to assess the effectiveness of adaptation efforts.

Finance:

Mobilize \$36 billion in climate finance for agrifood systems, with at least 30 percent used for gender- and socially-inclusive investments.

USAID INSTITUTIONAL CHANGES

Recommendation 1:

Set, Measure, and Report on Climate Targets

Recommendation 2:

Include Climate in Program Cycle Strategy, Design, and Implementation

Recommendation 3:

Build Climate Expertise

Recommendation 4:

Increase Climate Investment

Recommendation 5:

Fund Climate Research

Missions and Bureaus set defined contributions to Climate Strategy adaptation, mitigation, and finance targets by 2024.

Standardized indicators track progress in a unified and transparent data system.

Accountability incentives (e.g., budget, performance review) ensure compliance.

Use climate risk, projection, and impact data throughout the program cycle.

Require climate change adaptation and mitigation objectives in all agrifood system strategy and activity design.

Require climate data in all Monitoring, Evaluation, and Learning (MEL) plans and Midcourse Stocktaking exercises while deploying strategic evaluations to expand the evidence base. Assess staffing needs and gaps.

Increase training, technical assistance, and overall staffing.

Create opportunities for recognition and collaboration.

Increase longer-term investments (beyond 5 years) to inform both design and implementation.

Strengthen collaborations with other U.S. federal agencies, including the DFC, to better leverage finance.

Research Priorities

- Longer-term focus on food security pathways and climate resilient agricultural production
- Maximizing agrifood system co-benefits for climate adaptation and mitigation, including through governance and market-based approaches
- Systems and behavioral change, including governance and markets

Partnerships

- · Communities
- Local universities and institutes
- · Private sector

LEVERAGE POINTS

Recommendation 6: Invest in High-Potential Leverage Points

Empower Women, Youth, and Other Underrepresented Groups to Drive Locally Led, Climate-Resilient Agrifood Systems

Remove structural barriers impeding underrepresented groups' participation and leadership in climateresilient agrifood systems.

Elevate Indigenous knowledge.

Increase genderdisaggregated data, analysis, and evidence of gender equality investment impacts in climate changefocused agrifood system interventions.

Increase Finance for Climate Adaptation and Mitigation and Expand its Inclusivity

Catalyze inclusive public and private finance, linking local production systems to international financial markets.

Support country-led efforts to develop bankable pipelines of inclusive agrifood systems climate finance projects.

Build capacity of national institutions to directly access climate finance that builds agrifood system resilience

Partner with financial institutions to incentivize investment and de-risk adaptation and mitigation products and services.

Strengthen oversight bodies to standardize an approach to measure and value the impact of climate finance across heterogeneous contexts.

Enable the Use and Sustained Provision of Weather and Climate Services

Invest in public and private climate services that prioritize user needs.

Equip agricultural stakeholders and end users to act on the basis of climate services.

Improve agricultural productivity and resilience through the use of time-sensitive information, including early warning systems for humanitarian response.

Partner with and Strengthen Local Research and Development Systems

Strengthen National Agricultural Research Systems, including public research institutes, universities, private and public experiment stations, and laboratories.

Build understanding of climate risks at a local level, feeding into mitigation and resilient adaptation efforts.

Expand Integrated Soil and Water Resources Management

Improve soil quality and health, water preservation, erosion mitigation, nutrient circulation, and biodiversity.

Facilitate better water management and irrigation, erosion control, and sound fertilizer application.

Study and build upon Indigenous soil health and broader food systems practices.

Expand Integrated Forest and Agricultural Land Management

Strengthen land use governance.

Reduce the conversion of natural ecosystems for agriculture.

Integrate trees and tree crops into agricultural land.

Improve information on land use change and the effect of agriculture supply chains on land use.

Reduce Livestock Emissions while Increasing Production Efficiency

Clarify methane emissions reduction commitments and frame them as a priority outcome rather than a co-benefit.

Improve livestock production efficiency.

Prevent cattle-driven deforestation.

Reduce Food Loss and Waste (FLW)

Refocus FLW reduction efforts on climate change impacts.

Improve FLW research that accounts for climate impacts; enhance local research partnerships.

Invest in stakeholder capacity to implement technical solutions.

Advocate for greater policy attention and national budgetary allocations.

RECOMMENDATIONS

The analysis identifies six recommendations for USAID to drive transformative change and accelerate progress towards Climate Strategy targets.



Recommendation 1: Set, Measure, and Report on Climate Targets

USAID should increase the speed of, and accountability for, OUs reaching their contributions to Climate Strategy targets by:

- Requiring OUs to set and own defined contributions to reaching the Agency's adaptation, mitigation, and finance targets by 2024.
- Finalizing standardized agrifood system-specific Climate Strategy indicators and introducing accessible approaches for all OUs to report on them, aggregating adaptation and mitigation benefits across agricultural investments by 2024.
- Developing a tracking and reporting system for OU-specific progress towards Agency targets across all agricultural activities by 2024, not just those with climate funding or a climate objective.
- Introducing accountability measures to ensure consistent and comprehensive OU reporting of Climate Strategy indicators, such as budgetary and performance review incentives.



Recommendation 2: Mainstream Climate in Program Cycle Strategy, Design, and Implementation

The Agency should require the use of climate-related data (such as climate risk, climate variability and projection, and impact data) across the full program cycle for agrifood system investments to balance the potential for long-term, climate-resilient agricultural gains with immediate food security needs. It should also consider the potential co-benefits and trade-offs among mitigation, adaptation, and agricultural or food security outcomes:

- Strategy Design: The Agency should fully embed data on agrifood system impacts from climate change and extreme conditions and identify pathways to reduce a) vulnerability to current and projected climate change; and/or b) GHG emissions (beyond what is currently required by Climate Risk Assessments). This information should be integrated into the text and Results Frameworks of Country Development Cooperation Strategies (CDCS) themselves, not just in Climate Annexes. USAID should also allow for flexibility around geographical focus areas—including FTF ZOIs—to address climate opportunities at an ecosystem level that goes beyond specific farming systems or agricultural landscapes.
- Project and Activity Design: The Agency should require climate adaptation and/or mitigation interventions within agricultural and food security programs, including Resilience Food Security Activities (RFSAs) and other investments that do not specifically receive climate funding. It should require these activities to incorporate climate considerations across all development objectives within activity-level results frameworks. To ensure that climate interventions are based in on-the-ground realities, climate assessments should incorporate systems analysis, including but not limited to Gender Equality and Social Inclusions (GESI) analysis, political economy analysis, and markets systems analysis, based on the principles of USAID's Locally Led Development Initiatives. Agrifood system activity implementation should be measured against, and contribute to, the relevant OUs' committed contributions to Climate Strategy targets (whether or not the activity receives direct climate change funding). USAID should also undertake an informed appraisal of co-benefits or trade-offs between adaptation, mitigation, and agricultural or food security outcomes. This appraisal should also be informed by a review of water, forestry, and other resource management and the anticipated activity impacts on those resources over time.
- Monitoring, Evaluation, and Learning (MEL): The Agency should incorporate climate indicator reporting across all
 agricultural MEL plans and include climate change reviews within CDCS Midcourse Stocktaking exercises to assess the
 degree to which climate analysis, risks, opportunities, and assumptions proved to be accurate over time, and develop
 an action plan based on its findings. USAID should also increase investment in a) rigorous evaluations that measure the
 effects of agricultural programming on climate adaptation and mitigation, monitoring impacts on the wider landscapes
 (e.g., forests and water resources); and b) implementation studies of agrifood system climate adaptation and mitigation
 efforts that help to improve and scale climate-smart interventions.



Recommendation 3: Build Climate Expertise

The Agency should accelerate fulfilling its commitments on climate-related staffing in the Climate Strategy, through:

- Detailed assessments of staffing needs across OUs required to operationalize USAID's Climate Strategy throughout the program cycle.
- Increased mandatory technical trainings for Missions on climate risks, adaptation, and mitigation opportunities, and on climate-related analysis and measurement.
- Increased climate technical assistance and dedicated staffing across Missions and in Washington according to OU needs.
- Expanded opportunities for Missions to share expertise, experience, and lessons learned related to the integration of climate, climate measurement, and reporting, including links to complementary initiatives such as sustainable landscapes, water resources management, forest conservation, and private sector engagement.
- Development of awards and recognition programs to acknowledge and celebrate climate champions who drive action within the Agency.



Recommendation 4: Increase Climate Investment

Increase investment levels and flexibility for climate adaptation and mitigation in agricultural and food security programming through:

- Longer or phased funding (beyond five-year cycles) in order to realize greater impacts through longer-term technical design and implementation continuity
- Stronger collaboration and co-funding with other U.S. federal agencies, including:

 Integrated and complementary investments across Mission portfolios with other in-country USG agencies.
 - More flexible, headquarter-based, global funding to align with DFC's broader geographic scope and short investment timelines; and funding to de-risk DFC's agricultural investments in riskier, high-impact investments.
- Investments in the enabling environment for adaptation finance.



Recommendation 5: Fund Climate Research

The Agency's agricultural research portfolio should increase investment in climate-focused research in the following areas:

- Longer-term climate-informed interventions, including food security pathways and production systems that are compatible with future climate conditions and impacts.
- Maximizing the co-benefits of agrifood system interventions for climate adaptation and mitigation, natural resource management, and biodiversity, including through varied governance and market-based approaches.
- Social and behavioral change to develop approaches that support communities making difficult agricultural transitions. It should also strengthen research partnerships by identifying and supporting research organizations—especially local institutions—and require research to:
- Collaborate with Missions and communities to guide research priorities and ensure its utilization to scale innovations.
- Work closely with partner country universities, research institutes, and extension services, especially where agricultural
 research is underfunded and not linked to extension, to promote R&D and research focused on agrifood systems transformations, strengthen adaptive capacities at the local level, and support locally driven and owned solutions.
- Partner with nongovernmental/private donors to leverage diverse strengths and funding modalities for common goals.
- Increase partnership with Indigenous scholars and investigators, Tribal and First Nations' representatives, Indigenous Peoples' organizations, indigenous-led philanthropic and private sector entities, and U.S. Minority Serving Institutions (MSIs) to leverage their unique perspectives and expertise in engaging Indigenous and underrepresented communities in the United States and globally for climate action.
- Collaborate with other U.S. federal research institutions to share resources and expertise and increase collaboration on synergistic priorities.
- Identify and work with private sector partners to crowd in investment, solicit complementary expertise, and set up interventions to scale.



Recommendation 6: Invest in High-Potential Leverage Points

USAID should invest more resources in high-potential leverage points within agrifood systems that drive transformative shifts to net-zero emissions and climate-resilient pathways while achieving Agency food security goals.

- Empower Women, Youth, and Other Underrepresented Groups to Drive Locally Led, Climate-Resilient Agrifood Systems
- Increase Finance for Climate Adaptation and Mitigation and Expand its Inclusivity
- Enable the Use and Sustained Provision of Weather and Climate Services
- Partner with and Strengthen Local Research and Development Systems
- Expand Integrated Soil and Water Resources Management
- Expand Integrated Forest and Agricultural Land Management
- Reduce Livestock Emissions while Increasing Production Efficiency
- · Reduce Food Loss and Waste

The selection, design, and implementation of the leverage points should incorporate the principles of USAID's Locally Led Development and systems thinking approaches, including GESI analysis, political economy analysis, and markets systems analysis. Prioritized leverage points should be aligned with partner government climate strategies, including National Adaptation Plans (NAPs) and Nationally Determined Contributions (NDCs), and designed and implemented in partnership to complement and leverage the efforts of other donors and the private sector.

I. Study Objectives and Background

The goal of this report is to identify and recommend actions that accelerate progress in climate change adaptation and mitigation related to USAID's agricultural and food security programming. As the most recent Intergovernmental Panel on Climate Change (IPCC) Assessment noted, pathways to a climate-resilient future require transformational changes to the systems in which we live. Transformational changes are those that alter the fundamental attributes of systems in response to actual or expected climate conditions and their effects on people, often at a scale and ambition greater than incremental activities. Transforming key systems to reduce emissions, improve climate resilience, and achieve development goals challenges conventional approaches to development.

The report presents achievable 2030 targets for USAID and a set of recommendations to drive transformative change encompassing both Agency operations and social and technical leverage points that merit additional investment. Further details on both the study's objectives and its methodology can be found in <u>Appendix B</u>.

The report was commissioned by the Board for International Food and Agricultural Development (BIFAD) and developed in close collaboration with the BIFAD Subcommittee on Systemic Solutions for Climate Change Adaptation and Mitigation in Agricultural, Nutrition, and Food Systems. It was written by a team of Tetra Tech and independent subject matter experts and contributing authors and guided by regular consultation with the subcommittee. It builds upon analysis presented in the 2022 Working Paper Systemic Solutions for Climate Change Adaptation and Mitigation in Agriculture, Nutrition, and Food Systems.

BIFAD is a presidentially appointed advisory board to USAID, established in 1975 under Title XII of the Foreign Assistance Act. Its purpose is to ensure that USAID effectively utilizes the resources and expertise of U.S. universities to address development challenges in agriculture, nutrition, and food security.



Photo by Herve Irankunda, CNFA, USAID Feed the Future Rwanda

II. Global Development Context

THE IMPERATIVE OF AGRICULTURE TO ADDRESS CLIMATE CHANGE ADAPTATION AND MITIGATION

The agrifood system is a significant contributor to climate change and is also deeply shaped by its impacts. The achievement of net-zero GHG emissions targets, food and livelihoods security, and broad-based nutrition outcomes is predicated upon transformative change across agricultural production, processing, and distribution systems as well as in governance standards to inform, and limit, the establishment of new agricultural land. Without ambitious and comprehensive adaptation and mitigation measures across the agricultural sector, the 1.5°C warming target, the end of extreme poverty, and a sustainable future are out of reach.

Globally, agrifood systems are a significant source of the greenhouse gases (GHG) that drive climate change. An estimated 31¹⁰ to 37¹¹ percent of anthropogenic GHG emissions, or 16.5 to 19.1 billion tonnes, come from agrifood systems. The largest source of agricultural emissions, cattle, produce more methane than the oil and gas sectors combined. 12 Rice production and value chains, another major source of methane in particular, are responsible for approximately 11 percent of all GHG from agrifood systems, largely due to the crop's dependence on flooded soils. 13 Across crop types and value chains, agricultural emissions stem from on-farm production, pre- and post-production processes, transportation, storage, and land-use change (i.e., the conversion of natural ecosystems for agricultural use). Both global commodity markets and local consumption needs drive deforestation and agricultural production trends, and the relative magnitude of these emissions sources varies significantly by country. For example, India and the Democratic Republic of the Congo (DRC) are the third and fourth largest national sources of global agricultural emissions. While India's emissions are almost exclusively produced by crops (e.g., rice) and livestock, the DRC's are dominated by land-use change.14 Because of its substantial share of global GHG production, the agricultural sector can also play an outsized role in driving solutions. It is one of the few sectors that offers potential for both mitigating emissions and removing carbon from the atmosphere at scale, offering perhaps 12 GtCO₂e/yr in aggregate carbon sequestration.15

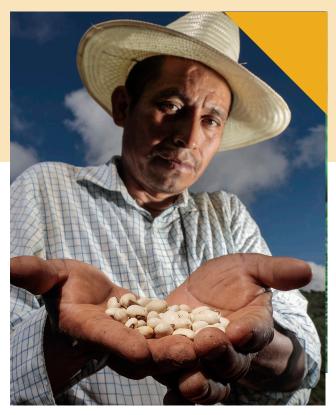


Photo by Oscar Leiva, Silverlight for Catholic Relief Services

The negative impacts of climate change on agrifood systems are already deep and widespread. These impacts fall disproportionately on people and regions that have contributed little to the climate crisis. Extreme and intensifying conditions, from protracted heat and drought to heavy precipitation¹⁶ to sea level rise and saltwater intrusion, 17 stress production systems from Guatemala to Bangladesh, undermining both livelihoods and food and nutrition security. 18 Simple measures of growing season temperatures and precipitation have been shown to explain 30 percent or more of the annual variance in global crop yields. 19 Heat stress can be particularly harmful to dietary diversity: it reduces fruit set and accelerates the development of annual vegetables, resulting in yield losses, reduced quality, and increased food loss and waste (FLW).²⁰ Increased atmospheric CO₂ is also projected to lower crop nutritional quality (e.g., wheat grown at 546-586 ppm CO₂ can have 13 percent less protein, 7 percent less zinc, and 8 percent less iron).21 Climate change drives an increased risk of correlated production shocks across major food producing regions (breadbaskets). Recent analysis suggests that wheat, maize, and soybean crops may be particularly vulnerable to simultaneous failure, 22 with severe implications for a globally interdependent food system.

Approximately 735 million people were affected by hunger in 2022, while 2.4 billion, nearly 30 percent of the world's population, were moderately or severely food insecure. Regional disparities are pronounced: nearly a third of East Africans faced hunger last year, while the prevalence in Latin America and the Caribbean was under 7 percent. The countries facing the highest levels of food insecurity today are also typically those where increasing temperatures have the greatest negative impacts on agricultural production systems. For countries in the tropics, increased temperature and heat stress will lead to hard limits of adaptation for agricultural production even in a 1.5°C warming scenario. Scenario.

The burdens of climate change on subsistence and survival are not equally shared: vulnerable groups such as women, children, youth, Indigenous Peoples, and other underrepresented populations face the greatest impacts due to unequal access to and control over information, resources, and decision-making processes. The social and economic drivers of vulnerability are visible in the fact that climate impacts usually reinforce preexisting patterns of marginalization.^{27, 28} In times of climate crisis, underrepresented groups suffer disproportionately from insufficient caloric intake and poor dietary quality as well as from reduced access to actionable information in public fora.^{29,30,31,32,33,34}

In many regions, livelihood shifts and climate-driven migration are well underway. Multi-seasonal droughts have displaced 1.8 million people in the Horn of Africa in just two years. 35, 36 Acute humanitarian crises exacerbated by shifting climate conditions are quickly becoming both more frequent and more severe. The IPCC estimates that every half degree Celsius of atmospheric warming will drive significant increases in the intensity and frequency of agricultural and ecological droughts in many key regions where humanitarian response work is already concentrated, and where large numbers of people depend on agriculture for their livelihoods.³⁷ Atmospheric warming is also a direct driver of heavy precipitation which is similarly forecast to grow in both intensity and frequency, resulting in a higher magnitude of pluvial floods (surface water and flash floods).38 Warming oceans have led to more extreme El Niño events associated with extreme droughts, intense flooding, and increased hurricanes.39 By 2050, over 200 million people are projected to be displaced by shifting climate conditions, including water scarcity, reduced crop productivity, and sea level rise or storm surge. 40

The migration of crop production areas has moderated the most damaging impacts of rising temperatures for rainfed maize, wheat, and rice, but continued migration may incur significant environmental costs. ⁴¹ Trends in climate-induced crop failure and migration also raise difficult questions about the viable livelihoods pathways and resilience of producer communities the world over.



Photo by Mercy Mbuge, ACDI/VOCA

The need to limit agrifood system GHG emissions, maximize carbon sequestration, safeguard production, conserve forests and water resources, and enhance adaptation and resilience is acute and unprecedented. The requisite scale of immediate change needed, aggregated across many technical, institutional, and social domains, to yield results by 2030 cannot be achieved through incremental progress alone.⁴²

THE SCALE OF USAID'S AMBITIONS

At the launch of the USAID Climate Strategy (2022–2030)⁴³ on April 21, 2022, Administrator Samantha Power stated, "President Biden has boldly said that every agency must become a climate agency, and [...] we are urgently taking up that call." Months later, Administrator Power underscored that climate change affects all aspects of the Agency's work, and that the "climate agenda really is permeating [...], not only all bureaus, to speak bureaucratically, but all programmatic decisions, or needs to be."⁴⁴

To achieve its ambitious Climate Strategy goals, the Agency will need to implement a variety of operational and technical tools at local, national, and global levels, and plan strategically for their mutual reinforcement. This report outlines strategic operational and technical shifts to support the Climate Strategy's success within agrifood systems and presents seven recommendations to bolster them.

III. USAID Climate Operations and Challenges

CLIMATE CHANGE POLICIES, FUNDING, AND PRIORITIES

USAID has the foundational policies and structures in place to drive scalable results at the nexus of climate and agrifood system work (see <u>Appendix C</u> for an inventory of relevant Agency policies). Appropriations remain a significant challenge, underscoring the importance of synergistic investments.

The Climate Strategy outlines a "whole-of-agency" approach to its two strategic and interdependent objectives: direct targeted action and systems change, each with an attendant set of Intermediate Results (nine in total) that include focused adaptation and mitigation efforts. USAID aims to maximize the impacts of these efforts by targeting locations with the most urgent needs and the most immediate and promising opportunities. At the same time, the Strategy acknowledges that fully addressing the climate crisis requires long-term, transformative changes that permeate every aspect of society. USAID will take a systems approach to these larger transformations while centering equity and local leadership. The Strategy also identifies four areas of comparative advantage for the Agency: its global presence, its longevity as a trusted partner, its breadth of expertise, and its convening power.

USAID's global agricultural investments are informed by the U.S. Government Global Food Security Strategy (GFSS),45 based on legislation first authorized in 2016. The GFSS, updated in 2022, aims to sustainably reduce global poverty, hunger, and malnutrition and operationalizes Feed the Future. It has three main objectives: (1) inclusive and sustainable agriculture-led economic growth; (2) strengthened resilience among people, communities, countries, and systems; and (3) a well-nourished population, especially among women and children. Feed the Future has targeted specific countries for over a decade and currently focuses investments in 20 countries across Central America, sub-Saharan Africa, and South Asia.46 The GFSS identifies climate change as a significant risk to achieving agriculture-led economic growth while emphasizing adaptation and mitigation co-benefits.⁴⁷ Its accompanying Research Strategy similarly incorporates climate-smart agricultural innovation as a primary theme. 48 Other sources of funding that shape agricultural investment priorities include Sustainable Landscapes, Economic Growth, and Climate Adaptation.

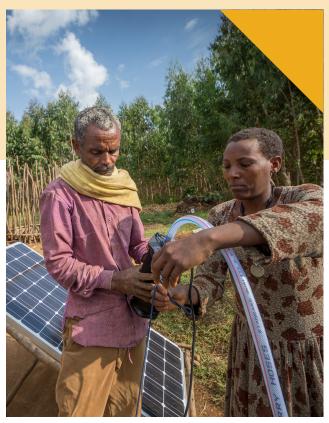


Photo by Mulugeta Ayene/WLE

Despite the ambition of these strategies to elevate adaptation and mitigation across the Agency's portfolio, funding challenges are acute. In September 2021, at the United Nations General Assembly, President Biden stated his intent to double U.S. financing, to \$11.4 billion per year, to help developing countries tackle the climate crisis—"to support the countries and people that will be hit the hardest and that have the fewest resources to help them adapt."⁴⁹ Progress towards that target has been stalled. At the 15th Conference of Parties (COP) in 2009, developed countries collectively targeted the mobilization of \$100 billion U.S. per year to accelerate climate action in developing countries by 2020.⁵⁰ The OECD estimates that donors, including the United States, fell nearly \$17 billion short of that shared goal.

Building on the publication of the Climate Strategy in 2022, the Fiscal Year (FY) 2023 budget request sought to double State and Foreign Operations climate funding from a \$2 billion base, but funding flatlined.⁵¹ Of the total FY23 enacted budget of \$59.7 billion, approximately 1 percent (\$715 million⁵²) was appropriated by Congress for climate-focused work in adaptation (\$270 million), sustainable landscapes (\$185 million), and clean energy (\$260 million).⁵³ Global agricultural funding, meanwhile, summed to \$1 billion in FY23.⁵⁴ Such limitations on direct climate funding underline the critical role of efficient, demand-driven partnerships.

Coordination and deployment of climate and agricultural budgetary resources will be enhanced by the reorganization of the Bureau for Resilience and Food Security, which leads the Agency's GFSS implementation, and the Center for Environment, Energy, and Infrastructure (EEI) from the Bureau for Development, Democracy, and Innovation (DDI). The 2023 establishment of the Bureau for Resilience, Environment, and Food Security (REFS) brings Agency offices in climate mitigation, energy, environment, and biodiversity together with existing expertise in agricultural growth and food security. The new structure creates specific opportunities to align Climate Strategy and GFSS priorities, to better leverage co-benefits across their respective technical domains, and to standardize measurement and reporting to accelerate progress in their overlapping mandates.

With USAID's new structure merging cadres of technical experts, networks, and data to better integrate climate and agricultural investments, it is better positioned than ever before to bring its many strengths and assets to bear on the defining challenge of our time. The Agency's comparative advantages in leading a global climate change response include its global presence; relationships with local government and civil society; vast network of implementing and research partners to learn from; deep technical knowledge; and unparalleled ability to influence other donors and multilateral organizations.

CHALLENGES

The Agency faces a variety of operational challenges to meeting its ambitious Climate Strategy targets. Although the Strategy is designed as a whole-of-agency approach, climate is not yet integrated operationally as a core, universal development objective (DO). Analysis of USAID program guidance documents (such as Country Risk Profiles), tools (such as Climate Risk Assessments), and key informant responses revealed that the Agency still largely treats climate change as a risk to programming rather than an imperative for action. The Agency's focus on climate change continues to emphasize managing risks to ensure that investments are not disrupted by climate shocks. While important, and critical to the Agency's humanitarian objectives, this approach does not sufficiently identify and prioritize climate adaptation and mitigation interventions that will achieve the Strategy's targets. Most current climate-focused efforts remain reactive to immediate crises and/or siloed into specific development objectives, rather than integrated across them.

Although the Agency has developed helpful and relevant tools and processes such as the Climate Risk Management Screening,⁵⁵ Initial Environmental Examinations,⁵⁶ and Market Systems Resilience Framework,⁵⁷ the degree to which these resources are used is inconsistent across Operating Units (OUs),ⁱⁱⁱ in part because of inadequate investment in testing, adapting, validating, and integrating them into USAID processes and protocols.

While analyses such as Climate Annexes are required inputs in Country Development Cooperation Strategies (CDCS),⁵⁸ they lack broader integration into development objectives and CDCSs for a number of reasons. First, key informant interviews (KIIs) revealed a lack of technical expertise needed to fully utilize climate information. They also showed a lack of clarity around both climate information integration requirements and goals for development objectives that are not primarily focused on climate change and/or do not receive climate funding. In addition, the climate information used for CDCS, program, and activity design, such as Country Risk Profiles, is not always fit-for-purpose and often lacks the necessary precision.

The Agency has comprehensive guidance and reporting on its inventory of climate indicators. However, directives for comprehensive reporting on Climate Strategy target progress remain unclear and limited to climate-related programs and activities (see text box below for specific Climate Strategy language). Agency-wide Strategy target indicators and guidance on data collection, measurement, reporting accountability, and leadership are still under development. Despite the Climate Strategy requirement, to date, not all OUs have set targets that align with and contribute to the Climate Strategy. Furthermore, many OUs underreport their climate-related contributions because staff lack clarity on which climate-related indicators they are required to report on, especially if activities do not receive direct climate change-related funding. Staff are not sufficiently trained on the collection of climate data, specifically as it pertains to mitigation outcomes.

From the USAID Climate Strategy:

"To ensure continued and rapid implementation of the Strategy, all Operating Units across the Agency must consider how they will contribute to the Strategy's Strategic Objectives, Intermediate Results, and Targets in forthcoming strategic planning processes. [...] USAID Missions and feld Operating Units must incorporate their contributions to the Climate Strategy Intermediate Results and Targets in forthcoming Regional and Country Development Cooperation Strategies (R/CDCS) or equivalent planning documents, as appropriate to their unique circumstances. In the near term, if a new R/CDCS is not under development, Missions and other feld Operating Units must identify opportunities and programming priorities aligned with the Strategy's Intermediate Results and Targets by reviewing and adding a short section to their existing R/CDCS Climate Annex as appropriate to their context." (page 39)

iii USAID operating units are the Agency's major organization units and include bureaus and Missions.

As evidenced through its research investments and partnerships, USAID maintains a strong agricultural and food security research portfolio including, but not limited to, the Feed the Future Innovation Labs. 59 However, analysis of publicly available information about USAID's research investments. interviews with USAID staff, and a poll of external researchers revealed that climate change is not sufficiently integrated across these research investments. While USAID has made research investments at the intersection of agriculture, food security, and climate change, iv identified research gaps include forecasting and prospective research on future climate impacts and climate-resilient pathways relevant to agriculture and food security programmatic and geographic priorities. Analysis also revealed insufficient focus on the full agrifood system (between production on one end and consumption on the other), and a lack of clear pathways to scale research and innovation. As a result, the Agency has not generated the systematic evidence, approaches, and products needed to address climate impacts on agriculture and food security. Research efforts are often insufficiently coordinated with Missions, other U.S. federal agencies, academic and research institutions, partner country research efforts, and the private sector, undermining USAID's potential to address the climate crisis.

Budgetary allocations limit the resources available for targeted climate efforts. Approximately 1 percent of the State Department and USAID budget is allocated for Agency climate work in adaptation, sustainable landscapes, and clean energy—an amount insufficient to meet Climate Strategy targets. In addition, Congressionally determined climate funding is not always aligned with the technical or geographical priorities defined by USAID climate change experts. Staff also report that underinvestment in human resources results in insufficient expertise, training, and staffing to reach Agency climate goals.

Missions are geographically constrained by USAID focus areas, such as Feed the Future (FTF) Zones of Influence (ZOI), that do not always align with environmental and natural resource potential, reducing their capacity to make opportunistic funding and programmatic decisions for climate mitigation or adaptation activities that extend beyond ZOI borders. Earmarked funds also limit multi-sectoral resilience programming within climate activities. Despite the five-year CDCS and activity cycles, Missions have the potential to provide consistent investment in climate change adaptation and mitigation at the time scales necessary to realize targeted long-term outcomes, in addition to short-term response or incremental change that may best support food security or humanitarian objectives. However, these efforts are hampered when the political mandate and, therefore, the funding

priorities, fluctuate significantly from one programming cycle to the next, and could lead to unsustainable or maladaptive changes that do not align with or contribute to longer-term climate goals. Furthermore, the Agency is not fully leveraging its ability to co-fund and de-risk climate investments across USAID operating units or other U.S. government entities, including the U.S. International Development Finance Cooperation. For example, there is room for increased coordination on resilience-building investments between Bureau for Humanitarian Assistance (BHA) Early Recovery, Risk Reduction, and Resilience (ER4) investments and REFS.

There is strong buy-in for the Agency's Climate Strategy across Bureaus and Missions. However, there is not yet consensus on how to meet both food security goals and climate change adaptation and mitigation targets. In a time- and funding-constrained environment, these objectives can also be perceived as being at odds. Those outside of climate-specific initiatives lack clarity on the degree to which their work should incorporate climate. Those focused on climate-specific initiatives, on the other hand, believe that climate is insufficiently integrated. There is a need for the new B/REFS to reach a strategic consensus among Agency staff about the prioritization of climate adaptation and mitigation (and their integration) within USAID agriculture and food security investments.

The USAID Climate Strategy identifies four of USAID's strengths: global presence, longevity, breadth of expertise, and convening power. So USAID can leverage these important strengths to act as a leading facilitator for climate action among global and local stakeholders. By investing in local institutions, capacity, and innovations; and convening partner countries, the international donor community, and the private sector, USAID is uniquely positioned to drive climate action.

IV. Opportunities for Transformation

TARGETS

The recommendations presented in this report for transformative change across operational and technical domains and within broader systems serve the ultimate goals of driving measurable impact and enhancing accountability. USAID's Climate Strategy puts forward six 2030 targets to measure progress towards its objectives. The three targets presented here for Agency agrifood systems investments relate directly to three of those targets and reflect specific technical areas emphasized in the Subcommittee Terms of Reference. The recommendations that follow, which include a strong focus on USAID institutional change, partnerships, and high-potential technical interventions, are also relevant to achieving the remaining three targets.

The six Climate Strategy targets include the prevention of six billion metric tons of carbon dioxide-equivalent (MtCO $_2$ e) emissions, the improved resilience of 500 million people, and the mobilization of \$150 billion in public and private finance. These targets cut across all sectors. In alignment with the Agency's approach to hold itself accountable, the report presents disaggregated targets within these same three categories for the agrifood sector. The proposed targets may require further refinement, in addition to clear management and tracking systems. The methodologies behind the development of these targets are laid out in Appendix G.

2030 Mitigation Target

Reduce emissions from agrifood systems by 1.2 GtCO $_2$ e/yr while supporting initiatives to eliminate the conversion of forest, grasslands, or peatlands into agricultural use.

The Climate Strategy has a mitigation target of 6 GtCO₂e over the eight-year strategy lifespan. This is an important marker of USAID's net contributions to mitigation, but mitigation will be an ongoing effort as the Agency seeks to shift agrifood systems toward resilient, low-emissions futures. To capture ongoing impact, USAID should set an *annual* agrifood systems emissions reduction target of 1.2 GtCO₂e by 2030 and in each year thereafter. This target would be achieved as follows:



Photo from the Knowledge-based Integrated Sustainable Agriculture and Nutrition (KISAN) Project

 0.6 GtCO₂e/yr in reduced non-CO₂ on-farm emissions in USAID operating countries

This will include a 30 percent reduction in methane emissions from the Agency's food security and agricultural development portfolio in 2030 compared to 2020, in alignment with the Global Methane Pledge.⁶¹

USAID should produce a quantitative methane emissions reduction target for 2030 by the end of 2024.

- 0.6 GtCO₂e/yr in reduced energy emissions in the food system supply chain, including CO₂
- In new projects and follow-ons, zero net conversion of forest, grasslands, or peatlands into agricultural use at the project level

The target reflects the mitigation needed in countries where USAID currently works to stay below a 2°C increase by 2100. The ambitious level of this target represents an annual reduction in GHG emissions equivalent to the total emissions of Brazil, Indonesia, or Japan. If targeted through locally appropriate pathways, these emissions reductions are compatible with improved production, incomes, and nutrition. This target could have a particularly meaningful impact on reducing anthropogenic methane, which traps roughly 80 times as much heat as carbon dioxide over 20 years⁶² and of which agriculture is the main source.⁶³ USAID can also draw from its significant experience exploring the efficacy of multiple approaches to reducing land conversion for agricultural purposes.⁶⁴

Meeting the target could generate a cumulative emissions mitigation of approximately 3.1 to $3.5~\rm GtCO_2$ e across the lifespan of the Climate Strategy, depending on the speed with which mitigation projects are implemented. This prospective total is equivalent to approximately 7 percent of all US emissions over the same period. It constitutes less than 1 percent of global GHG emissions across the strategy lifespan. A detailed methodology is presented in <u>Appendix G</u>.

2030 Adaptation Target

Enable the improved climate resilience of at least 180 million people who depend on agriculture for their livelihoods, at least half of whom are women.

To catalyze a transformation in agrifood systems, USAID should enhance its resilience initiatives and extend their reach. The Climate Strategy has an adaptation target of supporting 500 million people with improved climate resilience. Within the bounds of the whole-of-agency Climate Strategy adaptation target, USAID should aim to improve the climate resilience of 180 million people who depend on agriculture for their livelihoods by 2030. Half of those targeted should be women. The evidence is clear that investing in programs that empower women, particularly small-scale producers and other individuals traditionally disempowered by limited access and control of resources, can lead to compounding effects on the resilience of families and communities. 65, 66, 67 USAID investments (disbursements) were assessed across 134 countries where the Agency worked in between 2014 and 2022 68 (see Appendix G for a detailed methodological approach to country selection and target calculation). Across those countries, 1.8 billion people rely on agriculture for their livelihoods, including 840 million who are women. The proposed target of 180 million is informed by the order of magnitude of the Climate Strategy target, applying the share of those working in agriculture across these 134 countries (36 percent) to the Strategy's 500 million-person goal.

USAID should also develop at least one impact-based target to assess the effectiveness of Agency adaptation efforts.

The Climate Strategy adaptation target is not well defined or linked to a clear, standardized indicator. This definition and associated measurement transparency are overdue. Climate resilience is both challenging to measure directly and consistently and is itself a means to the end of protecting and improving human well-being. While outcome targets are commonly used as a proxy for impacts, they fall short of indicating a transformative result. To capture the ambition of broad-based impacts, USAID should develop at least one impact-based target. An illustrative target that could be adopted or modified to track the impact of USAID agrifood system investments is the following:

Illustrative Impact Target: Reduce the number of additional people pushed into extreme poverty because of climate impacts on agrifood systems by 50 million, at least half of whom are women.

This target aims to effectively reduce by 50 million the number of additional people pushed into extreme poverty because of climate change impacts on agrifood systems by the year 2030. At least half of the target should comprise women. This impact target focuses on the reduction of extreme poverty as a result of enhanced resilience, with income as the measurement against progress. Considering USAID works in regions where poverty levels are high, an examination of extreme poverty can inform approaches to strengthening the resilience of vulnerable populations to withstand climate-specific shocks and stressors. A detailed methodology of this illustrative approach is provided in Appendix G.

While this illustrative impact target focuses on economic capability vis-à-vis poverty levels, other dimensions of adaptive capacity should also be acknowledged. These encompass social capabilities (such as involvement in social groups); human resource capabilities (like educational attainment); and institutional capabilities (including access to financial services, markets, transportation, healthcare facilities, etc.). ⁶⁹ In formulating targets centered on generating positive impact, we recommend that USAID take into account these additional dimensions of adaptive capacity.

2030 Climate Finance Target

Mobilize \$36 billion in climate finance for agrifood systems, with at least 30 percent used for gender- and socially-inclusive investments.

USAID's Climate Strategy sets a goal of mobilizing \$150 billion in additional public and private climate finance across all sectors by 2030 and aims to catalyze an investment of \$10 in partner financing for every dollar of its own. To In the Climate Strategy's first year of implementation, the Agency reports having mobilized more than \$340 million. There is currently no agrifood systems-specific climate finance target within the broader strategy. By assessing the share of the agrifood system's climate finance requirement relative to the total climate finance needed across all sectors and extrapolating this proportion to the Agency-wide climate strategy finance target of \$150 billion, this study proposes a target of mobilizing \$36 billion for agrifood systems by 2030. A detailed methodology is presented in Appendix G.

Given the environmental, social, and political importance of addressing climate in the sector, the authors consider this target to be significantly below what is needed. To put it in perspective, this target is equivalent to approximately \$5 billion per year, or only about 2 percent of the \$212 billion annual sectoral need estimated by the most conservative scenario. 72 This is disproportionately low, taking into account USAID's global positioning. Public sector climate finance should account for at least 70 percent of the overall recommended climate finance target (see text box). Private sector finance should account for approximately 30 percent of the total target.

Assuming constant emissions at current levels.

USAID's 10:1 co-investment target can apply to agricultural and food systems. This higher ratio could be achieved by partnering with national governments to realign public funds going into agriculture to systematically incorporate climate adaptation and mitigation practices, redirecting a portion of the approximately \$670 billion per year⁷³ that goes to producers while also supporting countries' NAPs and NDCs.

The purpose of this finance is to improve farmer and agribusiness resilience through adaptation as well as mitigation efforts (e.g., promoting forest conservation, reducing deforestation). USAID can catalyze climate finance using a variety of tools, including grants, guarantees, PPP and alliances, and technical assistance facilitation. For example, USAID could de-risk private investment linked to agricultural programs that promote climate adaptation, forest conservation, and/or mitigation; or scale up blended finance mechanisms that promote adaptation and mitigation with impact investors; and/or leverage multinational GHG commitments. See the Inclusive Climate Finance Leverage Point, below, for additional ideas and approaches.

To reflect the Agency's commitment to increasing equitable access to climate finance, USAID should establish agrifood system financing targets tailored for underrepresented groups, applying an intersectional lens (see <u>Appendix A</u>: Definition of Terms). For example, USAID could leverage its investment in the Climate Gender Equity Fund. A significant gap in financing for businesses with leadership from traditionally underrepresented groups, including youth and Indigenous Peoples, persists across agriculture and sectors despite indications that loans to more inclusive businesses may carry less risk of default, yield higher returns, and unlock greater access to other funding⁷⁴. In alignment with the criteria of the 2X Challenge,⁷⁵ a joint commitment of Development

Finance Institutions (DFIs) to increase global investment in women, USAID should consider a target of investing at least 30 percent of its direct climate financing into gender-inclusive businesses and initiatives.

INSTITUTIONAL CHANGE: OPPORTUNITIES WITHIN THE AGENCY

Effective operationalization of the Climate Strategy within USAID's agricultural and food security portfolio requires significant organizational change. This change can be guided and motivated by setting clear, measurable, and transparent Climate Strategy targets for agrifood systems programming for each Operating Unit. Its achievement will depend on intentional and thoughtful shifts in the development of CDCSs, focus geographies, projects, and activities. It further relies on a reassessment of Agency staff capacity, funding decisions, and research investments.

The following recommendations describe changes that will better position USAID to achieve Climate Strategy objectives through its agrifood systems programming based on an informed understanding of the status quo, the ambition of the Climate Strategy, and significant consultation with USAID staff across the Agency. Recognizing that the majority of USAID programs and funding are not primarily focused on climate change, the following measures are recommended to main-stream climate goals and drive resource-efficient results.

Although USAID set forth overall Agency targets in the Climate Strategy, OUs have not consistently defined their contributions to those targets. A system to capture and report on OU-specific progress does not currently exist, inhibiting ownership and accountability. All OUs with agricultural and food security programming should define their contributions to Agency targets and track progress towards them. These contributions should be measured across all agricultural and food security projects and activities, not just those with an explicit climate objective or climate funding.



Recommendation 1: Set, Measure, and Report on Climate Targets

USAID should increase the speed of, and accountability for, OUs reaching their contributions to Climate Strategy targets by:

- Requiring OUs to set and own defined contributions to reaching the Agency's adaptation, mitigation, and finance targets by 2024.
- Finalizing standardized agrifood system-specific Climate Strategy indicators and introducing accessible approaches for all OUs to report on them, aggregating adaptation and mitigation benefits across agricultural investments by 2024.
- Developing a tracking and reporting system for OU-specific progress towards Agency targets across all agricultural activities, not just those with climate funding or a climate objective, by 2024.
- Introducing accountability measures to ensure consistent and comprehensive OU reporting of Climate Strategy indicators, such as budgetary and performance review incentives.

From the USAID Climate Strategy:

"Monitoring, Evaluation, and Learning (MEL) and Reporting

To meet the objectives of the Strategy, all missions and sectors will be asked to contribute to the Strategy's Objectives and Targets, as applicable. New and improved reporting methodologies and procedures and increased capacity in monitoring, evaluation, reporting, and learning are essential to support expanded climate action across the Agency and track progress toward Strategy Objectives and Targets. USAID will increase investment in Agency-wide MEL capacity building and peer-support working groups.

All Operating Units will have identified in a strategic planning document (see Strategic Planning) which of the Strategy's Targets they will contribute to. OUs will subsequently set their own Climate Strategy Targets and report progress on meeting those Targets via their Performance Plan and Report (PPR).

USAID will develop an Agency Climate Strategy Monitoring, Evaluation, and Learning Plan. The Agency will also produce a Progress Report presented to the Administrator, Congress, and the general public at a minimum every three years to track progress toward the Targets." (page 40) To report on progress towards Climate Strategy targets, OUs need standardized climate indicators that are easy to use. The development of these indicators is underway but overdue; existing indicators are inconsistent across Bureaus and funding streams. For example, the Center for Environment, Energy, and Infrastructure (EEI) within DDI uses indicators from the USAID 2023 Climate Change Standard Indicator Handbook, and Feed the Future uses indicators from the Feed the Future Indicator Handbook. 76 The divergence of these two sets of indicators for similar measurement goals results in reporting that makes comparisons or aggregation difficult. The FTF Handbook77 indicates that climate indicators should be "required as applicable (RAA)." In practice, OUs have significant discretion in determining indicator applicability and often lack embedded expertise in climate change adaptation and mitigation approaches to make a consistent determination. USAID should require implementing partners to report on relevant climate indicators.

Appendix C illustrates the differences between climate indicators across the two sources. For example, although the FTF Handbook includes indicators on improved land management practices (which may result in carbon sequestration), it contains no indicators that specifically measure mitigation. The Climate Change Standard Indicator Handbook, however, includes three indicators related to the reduction, sequestration, or avoidance of carbon through sustainable landscapes activities. In another example, the FTF Handbook indicator for the number of hectares under improved management practices requires that those practices "promote improved climate risk reduction and/or natural resources management," whereas the Climate Change Handbook refers to the number of hectares under improved management "expected to reduce GHG emissions."

In addition to the development and use of consistent indicators, Agency leadership should introduce a unified data tracking system, ongoing capacity building functions, and accountability measures to ensure OU reporting on climate indicators in a timely, standardized, and comprehensive manner across all activities and regions. Climate-related indicators and data collection tools should be reviewed and updated regularly to ensure measurement precision, accuracy, and uniformity.



Recommendation 2: Mainstream Climate in Program Cycle Strategy, Design, and Implementation

The Agency should require the use of climate-related data (such as climate risk, climate variability and projection, and impact data) across the full program cycle for agrifood system investments to balance the potential for long-term, climate-resilient agricultural gains with immediate food security needs. It should also consider the potential co-benefits and trade-offs among mitigation, adaptation, and agricultural or food security outcomes:

- Strategy Design: The Agency should fully embed data on agrifood system impacts from climate change and extreme conditions and identify pathways to reduce a) vulnerability to current and projected climate change; and/or b) GHG emissions (beyond what is currently required by Climate Risk Assessments). This information should be integrated into the text and Results Frameworks of Country Development Cooperation Strategies (CDCS) themselves, not just in Climate Annexes.
 USAID should also allow for flexibility around geographical focus areas—including FTF ZOIs—to address climate opportunities at an ecosystem level that goes beyond specific farming systems or agricultural landscapes.
- Project and Activity Design: The Agency should require climate adaptation and/or mitigation interventions within agricultural and food security programs, including Resilience Food Security Activities (RFSAs) and other investments that do not specifically receive climate funding. It should require these activities to incorporate climate considerations across all development objectives within activity-level results frameworks. To ensure that climate interventions are based in on-the-ground realities, climate assessments should incorporate systems analysis, including but not limited to GESI analysis, political economy and market systems analysis, based on the principles of USAID's Locally Led Development Initiatives. Agrifood system activity implementation should be measured against, and contribute to, the relevant OUs' committed contributions to Climate Strategy targets (whether or not the activity receives direct climate change funding). USAID should also undertake an informed appraisal of co-benefits or trade-offs among adaptation, mitigation, and agricultural or food security outcomes. This appraisal should also be informed by a review of water, forestry, and other resource management and the anticipated activity impacts on those resources over time.
- Monitoring, Evaluation, and Learning: The Agency should incorporate climate indicator reporting across all agricultural
 plans and include climate change reviews within CDCS Midcourse Stocktaking exercises to assess the degree to
 which climate analysis, risks, opportunities, and assumptions proved to be accurate over time, and develop an action
 plan based on its findings. USAID should also increase investment in a) rigorous evaluations that measure the effects
 of agricultural programming on climate adaptation and mitigation, monitoring impacts on the wider landscapes (e.g.,
 forests and water resources); and b) implementation studies of agrifood system climate adaptation and mitigation
 efforts that help to improve and scale climate-smart interventions.

Strategy Design

To fully leverage USAID's agricultural and food security investments to address the climate crisis, climate considerations need to integrated from the start into CDC development, geographic prioritization (at both the country and subnational levels), project and activity design, and MEL efforts (see Figure 1).

USAID should establish linkages with National Adaptation Plans (NAPs) and Nationally Determined Contributions (NDCs) of host governments in order to align its development portfolio with long-term national development priorities. USAID should also incorporate climate data and plans from partner government agencies, local research organizations, and other donor programs to inform priority alignment.

CDCSs require a Climate Risk Management (CRM) approach to assess and integrate climate data,⁷⁸ included in a Climate Change Annex. The OU addresses climate change risks

with support from regional and pillar Bureaus. Despite wide compliance, there is variation in the quality and timeliness of the underlying climate data—especially data related to how agrifood systems contribute to or are affected by climate change—and the use of data from partner country governments. CRM approaches present a starting point for climate analysis, but climate data, particularly medium-term projections that extend beyond a 5-year CDCS period, are inconsistently incorporated into country strategies, development objectives, and intermediate results. USAID key informant interviews reflect wide-ranging perspectives on the challenges in applying required climate tools and approaches. Some key informants noted a lack of Mission expertise and capacity to fully utilize these resources and a perception that climate analysis is only relevant for climate-specific development objectives. Capacity development, sufficient staffing, and a clear mandate of climate data use will be key to its successful agrifood sector and program integration.

FIGURE 1: RECOMMENDATIONS ACROSS THE PROGRAM CYCLE

Fully embed data on agrifood system impacts from climate change and extreme conditions and identify pathways to reduce a) vulnerability to current and projected climate change; and/or b) GHG emissions (beyond what is currently required by Climate Risk Assessments).

Integrate information into the text and Results Frameworks of Country Development Cooperation Strategies (CDCS) themselves, not just in Climate Annexes.

Allow for flexibility around geographical focus areas—including FTF ZOIs—to address climate opportunities at an ecosystem level that goes beyond specific farming systems or agricultural landscapes.

Invest in rigorous evaluations that measure the effects of USAID agricultural programing on climate adaptation and mitigation.

Invest in implementation studies of agrifood system climate adaptation and mitigation efforts that help to improve and scale climatesmart interventions.

Country/Regional Strategic Planning Project Design & Implementation Implementation Implementation

Incorporate climate indicator reporting across all agricultural MEL plans.

Monitor impacts on the wider landscapes.

Include climate change reviews within CDCS Midcourse Stocktaking exercises to assess the degree to which climate analysis, risks, opportunities, and assumptions are accurate and require action on findings.

Measure agrifood system activity

implementation against relevant OUs' committed contributions to Climate Strategy targets.

Require incorporation of climate considerations across all development objectives within activity-level results frameworks.

Undertake an informed appraisal of co-benefits or trade-offs among adaptation, mitigation, and agricultural or food security outcomes.

Require climate adaptation and/or mitigation interventions within agricultural and food security programs, including RFSAs and other investments that do not specifically receive climate funding.

Base interventions on on-the-ground realities, ensuring that climate assessments incorporate GESI analysis, political economy and market systems analysis, among others, based on the principles of USAID's Locally Led Development Initiatives.

Geographic boundaries offer both opportunities and challenges to better integrate climate change considerations into agrifood system programming. FTF target country selection is based, by law, on: level of need; potential for FTF programs to spur growth; opportunities for partnership; opportunities for regional efficiencies; host government commitment; and resource availability. ⁷⁹ To align FTF funding with Climate Strategy goals, USAID should invest in opportunities for climate adaptation and mitigation within selected FTF countries and ensure that food security and productivity improvements contribute to climate goals rather than potentially undermining them (for example, through the release of irrecoverable carbon via land conversion for agriculture⁸⁰).

The mandate of BHA is to provide life-saving humanitarian assistance to the world's most vulnerable and hard to reach people.81 Within this context, BHA should identify and promote programming that yields benefits or co-benefits of food security efforts for climate adaptation or mitigation, such as alternative livelihoods programming for pastoralists heavily impacted by climate change and the provision of drought-resistant seeds to mitigate anticipated food crises. Recognizing that BHA's longer-term development activities. RFSAs, represent only 4.4 percent of the Bureau's budget, BHA should identify other opportunities to promote adaptation benefits or co-benefits through its broader programming.82 Recognizing that countries targeted based on levels of food insecurity, undernutrition, and disaster risk are not generally those with the greatest emissions mitigation potential, USAID should also leverage agricultural funding outside of FTF countries where significant adaptation and mitigation potential and co-benefits exist, including through RFSA investments within BHA.

Within FTF countries, the Zone of Influence (ZOI) selection process should consider the potential scope of adaptation and mitigation potential and seek to align climate change benefits with conventional development objectives. This includes expanding programmatic areas to better encompass farming systems, market sheds, and policy jurisdictions. Where ZOI or other programmatic boundaries limit the implementation of climate adaptation and/or mitigation activities, exceptions to those geographic boundaries should be considered. Geographic selection should also address the projected effects of longer-term climate change on the suitability of certain crop and livestock production systems (for example, by identifying where current systems may no longer be viable, and planning for transitions⁸³).

Agrifood System Activity Design

Project and activity design should focus on reducing the potential for maladaptation (see text box) while addressing crop, livestock, soil health, use of water resources, and livelihood diversification and transitions, even and especially where these transitions are most challenging. The Agency should also mainstream agroecological and multiobjective agriculture efforts that integrate agriculture into the broader landscape, including natural resources management and household nutrition, to which agriculture is so closely linked. USAID designers should extend the timescale of both climate analysis and expected investment outcomes beyond the activity implementation period to avoid potential maladaptation that more incremental approaches could engender. Expanded timescales would include near-term climate variability and change as well as medium-term projections. When designing an intervention, planners should review and address current variability and change, consider how durable and effective project outputs and outcomes will be under expected conditions up to 2040, and consider how these outputs and outcomes might result in path dependencies that make adaptation to longer term climate conditions (2041-2060) more difficult.

Maladaptations "are actions that may lead to increased risk of adverse climate-related outcomes, including via increased greenhouse gas emissions, increased or shifted vulnerability to climate change, more inequitable outcomes, or diminished welfare, now or in the future."

It is difficult—sometimes impossible—to retrofit requirements into Agency processes once underway. To strengthen accountability, all procurement-related documents (such as RFPs and ensuing contracts) should include specific requirements around climate risks, opportunities, and objectives to ensure their incorporation into core intervention design, targeted results, and monitoring and evaluation frameworks.

USAID activity planners and managers must make complex decisions with finite resources around adaptation, mitigation, and other development objectives. All projects and activities with the potential for adverse climate impacts must undertake an Initial Environmental Examination, but the quality of these assessments varies. Activity designers, managers, and implementing partners need guidance and clear processes to use data and weigh outcomes and impacts across multiple considerations alongside host country partners. They also need standard protocols to adjust assumptions and priorities based on changing circumstances. At a minimum, climate assumptions should be updated on an annual basis as highly localized data become available to anticipate and manage both unintended impacts

TABLE 1: GEOGRAPHIC PRIORITIZATION OF ADAPTATION, MITIGATION, AND INTEGRATED APPROACHES

PRIORITIZATION	DESCRIPTION	ILLUSTRATIVE GEOGRAPHIC EXAMPLE
Adaptation	Regions that have low overall contributions to GHG emissions but are facing early and significant climate impacts	The Sahel - Agrifood systems are continuously impacted by increasing temperatures and more frequent climate extremes which require adaptation approaches involving less reliance on climate-sensitive livelihoods. The region has low overall GHG emissions.
Mitigation	Regions that are high GHG emitters or are key contributors to sequestration efforts (or both); and/or areas which emphasize certain agricultural commodities that produce methane (livestock and rice)	The Amazon rainforest - As the world's largest tropical rainforest, it plays a critical role in regulating carbon cycles and absorbing large amounts of GHG emissions. Deforestation driven by agriculture and livestock production in the Amazon leads to increased GHG emissions and other significant implications, including decreased rainfall in the region and contributions to the rise of global temperatures.
Fully Integrated	Regions that have high potential for maximizing adaptation and mitigation benefits within agricultural and food security investments	The Congo Basin - The Congo Basin absorbs more carbon than any other rainforest and is a critical source of food and livelihoods for communities across six countries. Sustainable forest management and climate-smart interventions in the Basin can promote agroforestry livelihoods and avoid GHG emissions from deforestation.

and maladaptations. For some activities, these assumptions and outcomes should be monitored more frequently (e.g., quarterly, semiannually). It is also important to closely monitor shifts in power dynamics and incentive structures within communities, particularly those impacting commonly underrepresented groups.

At both the CDCS development and activity design stages, USAID should carefully appraise and manage the potential co-benefits and trade-offs among adaptation, mitigation, and agricultural or food security outcomes. Every activity will not address adaptation, mitigation, and development goals equally, and humanitarian activities have a uniquely urgent and immediate welfare mandate. An adaptation activity designer, for example, should consider potential mitigation impacts and co-benefits as well as potential negative impacts (for example, scaling up new technologies based on non renewable energy sources) and be able to justify the proposed intervention in light of those synergies and/ or trade-offs. Mitigation actions that shift land use away from agricultural production or reduce access to non-timber forest products can alter local populations' access to land and other livelihoods assets, reducing their capacity to adapt to ongoing impacts of variability and change.

This balance between co-benefits and trade-offs will vary by geography, timeline, and program or activity objective. USAID planners must understand and elevate the mitigation potential of proposed climate-smart agriculture programming while exploring whether adaptation activities could also support mitigation, such as forest-friendly agricultural value chains to promote livelihoods diversification and forest

conservation. Table 1 describes where adaptation, mitigation, or an integration of the two may be relevant.

A similar approach should be used by USAID planners to consider different contexts and needs within a country. For example, a country like Uganda has wide-ranging geographic zones, from semi-arid grasslands to tropical forests to prime agricultural lands. Countries with very different conditions, like Uganda, need a tailored approach, based on analytics, to ensure that overall climate adaptation and mitigation goals are met.

Finally, the climate crisis is continuously and rapidly changing over time. Geographic prioritization of adaptation and mitigation opportunities should be appropriately adaptive and iterative in response to shifting conditions.

Monitoring, Evaluation, and Learning

USAID's MEL approach for agrifood systems investments should align with the Agency's Climate Strategy goals and targets. Climate adaptation and mitigation indicators should be reported across all agrifood systems activities, not only those receiving specific climate-related funding. In addition, monitoring efforts should assess the degree to which climate analyses, risks, opportunities, and assumptions used for strategy and activity design proved to be accurate over time during CDCS Midcourse Stocktaking exercises. The results of these exercises should then be used to inform action plans to update or improve the use of climate change information in agrifood systems activities. MEL capacity should also be strengthened to monitor the effect of activities over time on natural resources, such as water and forests. Finally,

vi USAID is currently implementing this approach in USAID Malawi Modern Cooking for Health Forests and USAID Cambodia Greening Prey Lang



Recommendation 3: Build Climate Expertise

The Agency should accelerate fulfilling its commitments on climate-related staffing in the Climate Strategy, through:

- Detailed assessments of staffing needs across OUs required to operationalize USAID's Climate Strategy throughout the program cycle.
- Increased mandatory technical trainings for Missions on climate risks, adaptation, and mitigation opportunities, and on climate-related analysis and measurement.
- Increased climate technical assistance and dedicated staffing across Missions and in Washington according to OU needs.
- Expanded opportunities for Missions to share expertise, experience, and lessons learned related to the integration of climate, climate measurement, and reporting, including links to complementary initiatives such as sustainable landscapes, water resources management, forest conservation, and private sector engagement.
- Development of awards and recognition programs to acknowledge and celebrate climate champions who drive action within the Agency.

USAID should invest in rigorous evaluations and studies of its agrifood systems activities to measure their climate adaptation *and* mitigation impacts in addition to conventional sectoral outcomes. Such learning will contribute to both the improvement and the scalability of adaptation and mitigation efforts across the USAID agrifood systems portfolio. Recommendation 2 provides more detail on how USAID can better align aspects of its MEL and reporting systems to support Climate Strategy goals.

USAID has created critical climate-focused roles at all levels. including Chief Climate Officer and Climate Integration Leads (CILs), to champion climate priorities throughout its OUs. It has also developed the Climate Change Leadership Council (CCLC), a decision-making body chaired by the Chief Climate Officer that provides strategic leadership and facilitates broader coordination of adaptation and mitigation efforts throughout Agency programming. The complementary Climate Change Technical Working Group (CCTWG), composed of experts from all Bureaus and representatives of each Climate Strategy pillar, advises the CCLC and provides technical guidance and tools to support effective Climate Strategy implementation. The Agency has also invested in expertise at the intersection of climate change and social inclusion, including the Gender, Environment, Climate, and Energy (GECE) team within its Gender Equality and Women's Empowerment Hub. In its Climate Strategy, USAID has also committed to creating a staffing plan aligned with its climate ambitions (see excerpt below), but it lacks a timeline for the plan's development and implementation.

From the USAID Climate Strategy:

"Staffing, Roles, and Responsibilities

USAID will develop an Agency-wide staffing plan to support the implementation of the Climate Strategy under the direction of the Chief Climate Officer. This plan will cover hiring, training, and retention of staff focused on climate change and climate equity, and staff with cross-sectoral expertise to integrate climate change and climate equity effectively into all sectors at USAID. All Operating Units must empower leadership and enable all staff, particularly those designing and managing programming, to take responsibility for implementation of the Strategy. All Operating Units are currently required to designate climate integration leads (CILs). Given many CILs have limited bandwidth, Operating Units should also strengthen support for CILs with the appropriate time, technical capacity, and authority to perform their CIL responsibilities." (page 39)

Beyond leadership structures, USAID has garnered buy-in for climate as a critical priority throughout the Agency. Staff from across Bureaus and Missions at all levels note widespread agreement on the critical importance of climate within food security and agricultural initiatives. Key informants identified the Climate Strategy as the impetus for this high level of awareness and acceptance.

Despite this recognized leadership and broad commitment, analysis revealed several barriers to increased integration of climate adaptation and mitigation. First, climate is seen as one of numerous priorities that are often perceived as competing. Staff, especially in Missions, must balance those



Recommendation 4: Increase Climate Investment

Increase investment levels and flexibility for climate adaptation and mitigation in agricultural and food security programming through:

- Longer or phased funding (beyond five-year cycles) in order to realize greater impacts through longer-term technical design and implementation continuity.
- Stronger collaboration and co-funding with other U.S. federal agencies, including:
 - Integrated and complementary investments across Mission portfolios with other in-country USG agencies.

More flexible, headquarter-based, global funding to align with DFC's broader geographic scope and short investment timelines; and funding to de-risk DFC's agricultural investments in riskier, high-impact investments.

priorities with the time and resources available to them. Second, despite the high quality and increased number of Agency climate experts, human resources remain insufficient to operationalize the Climate Strategy. ClLs are designated from among staff who already have full-time primary responsibilities. Key informants raised the need for more climate expertise embedded in Missions, as well as across Washington OUs, to support them. Increased climate expertise need not be drawn exclusively from current or new permanent staff; it could also include the use of short-term or long-term technical assistance to fill capacity or expertise gaps and support strategy, program and activity design, MEL, or other operational needs.

The Agency should elevate climate as a priority among priorities and communicate it clearly from the highest levels of leadership. It should assess staffing levels necessary to operationalize the Climate Strategy, including a participatory process to evaluate staffing and expertise gaps across OUs. It should also increase staff capacity—including for the Agency's agricultural backstops—through required technical trainings relevant to specific roles throughout the Agency. It should facilitate cross-Mission engagement on climate to share successful strategies and best practices for integrating climate into CDCS development and activity design. Finally, it should also celebrate the efforts of staff that champion and drive climate-related activities and results through awards and recognition.

The Agency cannot achieve its ambitious Climate Strategy targets without sufficient investment. However, USAID climate-related funding currently makes up approximately 1 percent of the USAID and U.S. Department of State budget. Although climate funding has increased, the Agency must allow for greater flexibility in its agriculture and food security investments to advance and mainstream climate goals while also requiring better integration of the two resource streams.

USAID could determine a required percentage of total agrifood systems funding that should be allocated to climate change adaptation and mitigation efforts. This would allow the Agency

to hold itself accountable for aligning its resources with its climate mandate while mainstreaming climate adaptation and mitigation objectives into all agrifood systems programming. Increased funding for climate change activities would also help the Agency align human resources and enhanced measurement practices with climate objectives.

USAID can also maximize climate resources by increasing collaboration and co-funding with whole-of-government initiatives, including both FTF (led by USAID) and the President's Emergency Plan for Adaptation and Resilience (PREPARE),86 an initiative co-led by USAID and the State Department. This includes the expansion of contracts and awards that blend cross-program funding, like coastal and marine systems projects that pool agricultural and biodiversity resources. While collaborative channels between USAID and the U.S. International Development Finance Corporation (DFC) are well established, climate-related partnerships could be expanded. In particular, the creation of a headquarters-based budget or global first-loss facility could address the lack of alignment between USAID priority countries and the DFC's different risk tolerance for impactful investment in climate-smart agricultural enterprises. USAID could also leverage its funding to further de-risk DFC's riskiest, but highest-impact, agrifood system investments.87

Finally, USAID should invest in the potential of carbon markets, described in detail under <u>Recommendation 6</u>. The Agency could leverage these investments to crowd in other funders and increase market integrity, transparency, and equity.

USAID's agriculture- and food security-related research has long addressed climate risk and represents a significant portion (15 percent on average) of the Feed the Future annual funding. However, the Agency is not fully harnessing its capacity, and that of its research partners, to proactively anticipate and address challenges and opportunities related to climate adaptation and mitigation. Its agricultural and food security research portfolio is weighted towards technical and productivity-focused near-term solutions and the development of innovations that are more responsive to current and historical climate risk than

vii Presentation delivered to BIFAD by USAID Bureau for Resilience and Food Security Chief Scientist Robert Bertram on March 13, 2023.



Recommendation 5: Fund Climate Research

The Agency's agricultural research portfolio should increase investment in climate-focused research in the following areas:

- Longer-term climate-informed interventions, including food security pathways and production systems that are compatible with future climate conditions and impacts.
- Maximizing the co-benefits of agrifood system interventions for climate adaptation and mitigation, natural resource management, and biodiversity, including through varied governance and market-based approaches.
- Social and behavioral change to develop approaches that support communities making difficult agricultural transitions.

It should also strengthen research partnerships by identifying and supporting research organizations—especially local institutions—and require research to:

- · Collaborate with Missions and communities to guide research priorities and ensure its utilization to scale innovations.
- Work closely with partner country universities, research institutes, and extension services, especially where agricultural research is underfunded and not linked to extension, to promote R&D and research focused on agrifood systems transformations, strengthen adaptive capacities at the local level, and support locally driven and owned solutions.
- · Partner with nongovernmental/private donors to leverage diverse strengths and funding modalities for common goals.
- Increase partnership with Indigenous scholars and investigators, Tribal and First Nations' representatives, Indigenous
 Peoples' organizations, indigenous-led philanthropic and private sector entities, and U.S. Minority Serving Institutions
 (MSIs) to leverage their unique perspectives and expertise in engaging Indigenous and underrepresented communities in
 the United States and globally for climate action.
- Collaborate with other U.S. federal research institutions to share resources and expertise and increase collaboration on synergistic priorities.
- Identify and work with private sector partners to crowd in investment, solicit complementary expertise, and set up interventions to scale.

to longer-term projections. It is also insufficiently focused on getting innovations to markets or users at scale, given the urgency and rapid pace of climate impacts.

The Agency's research portfolio can better support its climate goals with accessible contributions to understanding and measuring co-benefits (such as the benefits to production, adaptation, and mitigation of improved soil health), return on investment, and the risk of maladaptive outcomes, such as agricultural expansion into forests and other natural ecosystems. A 2023 USAID Technical Note points to the fact that pairing increased productivity with effective land governance and market-based interventions "is essential to prevent increased profitability from driving agricultural expansion and deforestation." This focus would help USAID to steer its strategy and programming efforts towards mutually beneficial interventions and outcomes, leveraging the integration of EEI into RFES.

Agrifood systems research should include longer time horizons to project the impact of future climate conditions and assess the effectiveness of potential interventions to address those conditions. Research efforts with a longer-term focus are better aligned with ecological timescales; can reduce maladaptive outcomes in the near term; address risks to crop viability and production systems; and illuminate the appropriateness and

prospective impacts of interventions beyond a five-year period (such as the carbon sequestration impacts of reforestation).

Research efforts should also encompass monitoring and projecting at large spatial scales. USAID needs to be able to assess climate and land-use interactions to plan priority geographies for its programming. This should be done systematically by the Agency, rather than through work carried out on an ad hoc basis to support the design of specific strategies, projects, or activities.

Non-USAID researchers consulted for this study noted that, in addition to technical research in agricultural science and nutrition, Agency research investments should build understanding of the social, behavioral, economic, and governance aspects of climate-sensitive programming. Successful climate adaptation and mitigation will require changes in incentive structures and the support for social and behavioral transformation within agricultural communities. USAID research should build evidence to guide interventions aimed at fostering shifts in incentives and social behavior, particularly those that facilitate transitions within the agrifood sector. Researchers consulted for this study also noted the need for more locally led research to address the various levels of structural barriers to sustainability. This research should feed directly into program design and implementation.

Finally, the Agency's research initiatives should look beyond what they achieve directly and better leverage partnerships to increase collaboration and co-funding, build a pipeline of locally driven and owned solutions, and bring scalable innovations to market. USAID can also help strengthen research partners focused on agrifood system transformations that advance adaptation and mitigation. External

researchers consulted for this study highlighted the need to further invest in and empower national and subnational research institutions in target countries. More detail on how USAID can strengthen local research and innovation systems can be found within the leverage point <u>Partner with and Strengthen Local Research and Development Systems</u> under Recommendation 6, below.



Recommendation 6: Invest in High-Potential Leverage Points

USAID should invest more resources in high-potential leverage points within agrifood systems that drive transformative shifts to net-zero emissions and climate-resilient pathways while achieving Agency food security goals:

- Empower Women, Youth, and Other Underrepresented Groups to Drive Locally Led, Climate-Resilient Agrifood Systems.
- Increase Finance for Climate Adaptation and Mitigation and Expand its Inclusivity.
- Enable the Use and Sustained Provision of Weather and Climate Services.
- Partner with and Strengthen Local Research and Development Systems.
- Expand Integrated Soil and Water Resources Management.
- Expand Integrated Forest and Agricultural Land Management.
- Reduce Livestock Emissions while Increasing Production Efficiency.
- · Reduce Food Loss and Waste.

The selection, design, and implementation of the leverage points should incorporate the principles of USAID's Locally Led Development and systems thinking approaches, including GESI analysis, political economy analysis, and markets systems analysis. Prioritized leverage points should be aligned with partner government climate strategies, including NAPs and NDCs, and designed and implemented in partnership to complement and leverage the efforts of other donors and the private sector.

HIGH-POTENTIAL LEVERAGE POINTS

The study presents leverage points within agrifood systems that drive transformative shifts to net-zero and climate-resilient pathways while contributing to Agency food security and nutrition goals (see Figure 2). The Climate Strategy's second objective identifies the importance of investing in key systems to drive climate action. Systems change, in turn, relies on the recognition that strategies for adaptation, mitigation, and development in any one place form a series of intervention layers that interact and are themselves subject to political economy, climate shocks, and other perturbations. Deep thinking about the interactions among these layers and their success in changing contexts is foundational to the successful implementation of these leverage points at the program and project levels.

Many of the systems-oriented leverage points presented here, and discussed in detail below, are technical in nature. However, systems transformation also requires substantial social change, ranging from individual behavioral change to shifts in deeply held cultural norms and institutional standards. To accelerate agrifood systems transformation, USAID should focus on supporting the social conditions that

enhance and protect the agency of women, youth, Indigenous Peoples, and other underrepresented groups, in all their diversity. Fostering these conditions requires partnership with key agrifood system actors who experience marginalization, with a shared goal of ensuring their equitable access to resources and opportunities. ⁸⁹ Understanding the dynamics of marginalization also helps to avoid maladaptation, which can exacerbate inequities as well as climate impacts.

KEY DEFINITIONS

Transformative change: Change to the "fundamental attributes of systems in response to actual or expected climate impacts, at a scale and/or ambition greater than incremental activities." 90

Leverage points: Elements, processes, or interactions of a system or systems where targeted actions could lead to transformational change.

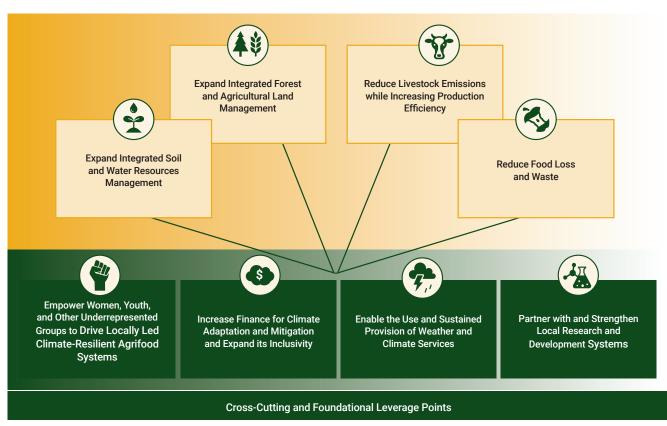
Intervention: An activity or set of activities designed to influence positive economic, environmental, social, and/or behavioral change.

Through discussion with the Subcommittee, expert input from key informant interviews, public meeting feedback, and a literature review, ten leverage points were identified that have high potential for transformative change. From the ten potential leverage points outlined in the preliminary research for this report,⁹¹ the set of eight presented here was prioritized based on transformational impact; technical potential for adaptation, mitigation, and food security; and alignment with USAID strategy and investments. The first leverage point recognizes that the empowerment of women and other underrepresented groups is a precondition to achieving the full impact of the remaining leverage points and their associated technical interventions. The first four leverage points, relating to social, financial, public information, and research and learning systems, were identified through Subcommittee guidance and key informant interviews. They are: Empower Women, Youth, and Other Underrepresented Groups to Drive Locally Led, Climate-Resilient Agrifood Systems; Increase Finance for Climate Adaptation and Mitigation and Expand its Inclusivity; Enable the Use and Sustained Provision of Weather and Climate Services; and Partner with and Strengthen Local Research and Development Systems. The next four leverage points were prioritized based on their technical potential for global contributions to mitigation, adaptation, and food security goals (as outlined in the IPCC Sixth Assessment Report⁹²). They are: Expand Integrated Soil and

Water Resources Management; Expand Integrated Forest and Agricultural Land Management; Reduce Livestock Emissions while Increasing Production Efficiency; and Reduce Food Loss and Waste. A detailed overview of the methodological approach for technical prioritization of the leverage points is furnished in <u>Appendix E</u>. Illustrative interventions with recommendations for high-priority geographic applications are provided for each leverage point. Additional interventions are described in <u>Appendix F</u>.

The most effective leverage points and interventions for a specific geographic and socioeconomic setting should be identified through country or local contextual analysis. Interventions should be co-identified and co-designed by USAID and partner country governments with the local partners and communities, in all their diversity, that will own and implement them. They should also be aligned with NAPs and NDCs. USAID should draw upon existing tools for systems thinking and locally led developmentviii to determine an appropriate balance of climate-targeting investments that advance development objectives for agricultural programming, including inclusive market systems approaches. The Agency should incorporate political economy analysis and enabling environment assessments into the design of climate change interventions to better understand the formal and informal rules driving behavior, and the legal and political frameworks that will support or inhibit advancement of the leverage points.

FIGURE 2: HIGH-POTENTIAL LEVERAGE POINTS



viii USAID Local Capacity Strengthening Policy, Inclusive Framework for Inclusive Market Systems Development, and 5R Framework, etc.



LEVERAGE POINT: EMPOWER WOMEN, YOUTH, AND OTHER UNDERREPRESENTED GROUPS TO DRIVE LOCALLY LED, CLIMATE-RESILIENT AGRIFOOD SYSTEMS

Definition: Empowerment related to climate-resilient development is a priority leverage point in which targeted actions can lead to transformative change. Empowerment involves increased agency of underrepresented individuals and groups in decisions and actions, and is a necessary condition for sustainability, capacity strengthening in local institutions, and equitable rights to resources.

There are no gender-neutral, age-neutral, or socioeconomic-neutral systems, leverage points, or interventions within the agrifood system. Four dimensions of in/equality include:

1) participation in decision-making at different levels; 2) work burden; 3) access to and use of productive resources; and 4) collective action. Broadening the ability to take climate change adaptation and mitigation actions in global agrifood systems requires that women, youth, Indigenous communities, and other underrepresented groups have access to and agency over resources (e.g., finance, land and natural resources, technology, and information) and can participate meaningfully in decision-making and leadership. Agency is often influenced by intersecting dynamics of power structures and social constructs around age, socioeconomic status, gender, ethnicity, rural or urban residence, and other factors.

Impact Pathway: Increased agency of women, youth, and other underrepresented groups is foundational to the success of agrifood system technical interventions that address the climate crisis. Supporting the empowerment of these groups, and the elevation of Indigenous knowledge, in climate change policy and programming results in more successful, sustainable, and equitable climate change action. ⁹⁶ Transformative changes will require the recognition of the potential for women, youth, and other underrepresented groups to be leaders with unique insights and assets rather than passive victims of climate impacts. ⁹⁷

Empowered women are more likely to make decisions and take actions that improve household food security and nutrition. Per For example, farming households in which women are empowered to make decisions are more likely to adopt climate-resilient agricultural practices and environmental management. Per 100, 101 Women and other underrepresented groups are also potential agents of transformational change. 102, 103 Insights from Indigenous groups, for example, suggest that change is transformative when women are provided with both opportunities to innovate and lead and also with the technical skills and financial capacity to move innovations forward. Similarly, investing in young people and engaging them in adaptation and mitigation strategies significantly increases their resilience. 104

However, inequalities in climate change-related agrifood systems actions and outcomes remain. ¹⁰⁵ Research shows that more gender-disaggregated data and evidence of impact are needed to improve the recognition of, and advance action towards, more egalitarian climate change solutions. ¹⁰⁶ Drawing on the knowledge associated with their roles and responsibilities in society, women, youth, Indigenous Peoples, and other underrepresented groups are well positioned to identify barriers that impede transformation and ways to overcome them. Accordingly, some of the most critical development programming to facilitate a climate-resilient future may not entail technological responses to climate change but rather the resilience and capacity of these groups to respond and adapt effectively. ¹⁰⁷

Implications for USAID: Further work is needed to bring together Agency expertise on gender, youth, disability, and Indigenous knowledge, 108 and to meaningfully integrate gender and social inclusion in CDCSs and other country-/ regional-level approaches to climate change adaptation and mitigation efforts. The Climate Strategy calls for the Agency to "weave rights-based, gender-responsive, and socially-inclusive approaches carefully throughout [its] efforts to ensure the ambitious climate actions of USAID and [its] partners achieve sustainable impacts." The Agency is already taking steps to "weave" investments in expertise, such as staffing the GECE team, and in programs specific to socially-inclusive climate adaptation and mitigation. It is also making substantial investments in women's equality and economic empowerment; for example, through the Gender Equality and Women's Empowerment Hub (GEEA, funded at \$100 million annually from 2021-2024),109 and the Climate Gender Equity Fund, which will provide finance for women-owned businesses, including work related to forest ecosystem services and agroforestry. Further USAID investments should include:

- More inclusive leadership in climate change decision-making (see Illustrative Interventions, below).
- Policy influence to remove structural barriers impeding underrepresented groups' participation in household, community, and business decision-making and in markets.
- Locally led and contextualized research to develop gender-responsive, socially-inclusive, and transformative adaptation strategies that take Indigenous and local knowledge systems into account.
- More gender-disaggregated data, analysis, and evidence of the impact of investments in gender equality in climate change-focused agrifood system interventions.¹¹⁰

ILLUSTRATIVE INTERVENTION: EMPOWERING WOMEN TO ADDRESS CLIMATE CHANGE THROUGH LOCAL-LEVEL GROUPS

Rationale: Women's networks, including Village Savings and Loan Associations (VSLAs), promote women's agency and access to resources which can increase their incomes and participation in household and community decision-making.¹¹¹ Increased income and decision-making power can, in turn, facilitate the adoption of adaptive practices and technologies for more resilient, less emissions-intensive production^{112, 113} and improved food and nutrition security.^{114, 115, 116, 117} VSLAs have been transformational in enabling the unbanked to pool financial resources that can address important issues such as climate change. Over time, they have transitioned from groups that meet basic household needs to groups investing in common interest areas, such as joint purchases of farming inputs.

Intervention: VSLAs are self-administered, informal financial service organizations that empower participants to increase access to and control over resources and use collective power to overcome social and financial barriers. They also provide a forum for discussion of social issues and facilitate capacity building in areas such as small business management or agricultural practices. They also produce multiple benefits through collective action, including increased resource generation and sharing; cooperative food production and processing; increased voice and agency in communities, on farms, and in households; and, ultimately, improved local governance of collective actions. Interventions aimed at climate-smart agricultural production through these groups, and their alignment with increased access to finance and decision-making, can support women's empowerment and their adoption of these practices, both of which contribute to their climate resilience.

Opportunity for USAID: USAID can support the development or strengthening of women's collective action and organizations, including VSLAs or other community savings and loan groups; women's producer associations or cooperatives; other types of groups or networks; and/or women's participation in mixed-gender cooperatives or associations. ¹²² Establishing a women-only producer group in Ghana supported members' ability to adapt to shocks and increased production and incomes. This led to families' greater allocation of productive land for the women-led businesses and created a platform for women's organizations to better communicate with the male-dominated village committee. ¹²³ While USAID is already investing in these types of activities, program design should further emphasize the provision of direct funding to women's organizations, streamlining the process for these bodies to access small grant funding as a priority component of the Agency's broader shift to locally led development.

Illustrative Example of Impact: A project in Daga Birame, Senegal, supported women's community organizations in planting fruit trees for vegetation cover and income generation; to maintain gardens for nutritional foods at home and for sale; and to process baobab fruit. The women farmers grew baobab trees on their own plots, using the fruit, leaves, and bark for household purposes. A newly established, women-run microenterprise processed, marketed, and sold fruit powder. A mixed-gender committee managed trees in community-protected areas and made decisions on when to harvest fruit, while a village savings pool invested in community resilience activities. The project increased women's access to and control over forest resources, raised incomes, and increased participation in community decision-making. Women farmers also controlled the funds used for community improvement.¹²⁴

High-Potential Geographic Focus Areas: All regions where USAID projects are operational

ILLUSTRATIVE INTERVENTION: EMPOWERING YOUTH THROUGH INCREASED ENGAGEMENT IN NATIONAL, REGIONAL, AND GLOBAL ISSUES

Rationale: Empowerment of youth, particularly youth living below the poverty line or with other underrepresented intersectional identities, facilitates the identification of more effective and durable climate change adaptation and mitigation solutions in the context of agricultural development. It also improves both their own and others' perceptions of their status and role within the community.

This empowerment can be achieved by increasing youth numbers at decision-making fora; growing their knowledge of national, continental, and global issues; increasing their capacity to articulate the issues they face; facilitating access to productive resources; and strengthening their ability to adopt leadership roles. Tapping into the growing movement of youth activists calling for measures to address climate change will also elevate the specific challenges and opportunities that climate change creates for youth in food and agricultural systems, including migration, and foster a more comprehensive understanding of climate-driven food security and nutrition challenges.

Intervention: Youth report that, although they have a large and engaged climate-focused online presence, their online activism is largely ignored. For youth activism to generate transformative changes toward climate-resilient agricultural development, youth need greater representation in fora, summits, and leadership positions. To create durable change, young people need skills to push for their agenda and to hold their leaders accountable. When young people spotlight climate change issues, particularly in well-attended protests, some governments accede to their demands based on fear but, once the summit is over, they do not keep their promises. In such cases, activists require connections to political allies who can lobby on their behalf. Youth may also benefit from enhanced skills related to public speaking, self-confidence, and negotiation when they have opportunities to speak at summits or address political gatherings on climate change. Beyond empowerment through advocacy and representation, new employment opportunities and skills development targeted at climate-vulnerable youth, particularly young rural women, are needed to drive progress toward equitable transformation.

Opportunity for USAID: USAID can work with youth leaders to ensure that they understand how their governments function, making it easier for them to approach and meaningfully engage powerful decision-makers. USAID projects should also strengthen youth skills to move beyond social media discussions on climate change to face-to-face project implementation.

USAID agriculture and livestock projects can also involve youth as leaders in climate change adaptation and mitigation, particularly through Climate Smart Agriculture (CSA). USAID programs can build youth resilience in CSA with an aim of promoting youth engagement through job creation and agribusiness opportunities and with support to peer-to-peer mentorship programs such as those led by the Climate Smart Agricultural Youth Network (CSAYN). This will likely require extending finance to youth, particularly for the acquisition of land; expanding youth-focused loan programs; and de-complicating application procedures. 129

Illustrative Example of Impact: An example of self-organized, youth-led movements for collective climate change action is Act4Food Act4Change.¹³⁰ Launched in 2021 by a group of about 30 youth leaders from 26 countries, the movement has grown to over 160,000 individuals pledging to advocate for "urgent large-scale action from decision-makers in government and business to reduce hunger, improve sustainable healthy diets, and improve our planet." ^{131,132}

High-Potential Geographic Focus Areas: All regions where USAID projects are operational



LEVERAGE POINT: INCREASE FINANCE FOR CLIMATE ADAPTATION AND MITIGATION AND EXPAND ITS INCLUSIVITY

Definition: In its Climate Strategy, USAID defines Climate Finance as "Using financial resources to assist developing countries to reduce and/or avoid greenhouse gas emissions and build resilience and adapt to the impacts of climate change." That definition—and USAID's climate finance target—includes both public and private funds. Catalyzing finance in a way that is inclusive means that funds will benefit all groups, including those that are traditionally underrepresented. In its efforts to facilitate inclusive finance, USAID plans to identify climate-friendly projects and promote enabling environment reforms (see box below).¹³³

Impact Pathway: Despite the environmental, social, and political importance of addressing climate in food systems, cumulative mitigation financing for the Agriculture, Forestry, and Other Land Use (AFOLU) sector represents only about 3 percent of total climate finance. 134 Just half of those funds (approximately \$10B) explicitly target small-scale agriculture (defined as small-scale producers, cooperatives or farmer associations, and other value chain actors that support food production through service provision, product aggregation, and market linkages). Underinvestment also thwarts methane abatement measures, which constitute only 2 percent of global climate finance flows for the source of nearly half of net global warming to date. 135 In Africa, the agricultural sector received only 8 percent (\$2.7B) of total climate finance in 2019 and 2020,136 most (93 percent) of which came from public financial sources.

Agricultural adaptation and mitigation goals can only be reached if both public and private climate finance are scaled. The barriers associated with mobilizing private climate finance into the AFOLU sectors are many, including real and perceived risks, high transaction costs, long repayment periods, and highly variable returns. These barriers drive the reliance on public financial sources (especially grants and concessional debt) for climate action. While these products will remain crucial in specific contexts, such as the riskiest markets or earlier-stage efforts, innovative public finance must be better utilized to catalyze the deployment of private sector capital and to generate evidence for blended and private finance opportunities that drive agrifood system adaptation and mitigation efforts.

Implications for USAID: Within USAID's \$150 billion climate finance target, this report recommends that the Agency set a \$36 billion target for agrifood systems by 2030 (See section on <u>Targets</u>). To achieve this target, USAID should scale up activities to strengthen the enabling conditions for climate finance and continue to support country-led efforts to develop bankable pipelines of inclusive climate finance projects.

USAID activities should strengthen the linkages between local investments and international financial markets and build the capacity of national institutions to directly access climate finance in support of their NAPS and NDCs in ways that improve the resilience of agrifood systems. USAID has already launched a number of initiatives to support these efforts, including the US-UAE-led Agriculture Innovation Mission for Climate (AIM for Climate) and USAID-led Climate Finance Development Accelerator, and provided support to other mechanisms/funds.

From the USAID Climate Strategy:

"INTERMEDIATE RESULT 1.3: Increase the flow of and equitable access to finance to support adaptation and mitigation. Additional resources are needed across all sectors and at all levels, ranging from national government investments like electric grids that can handle extensive clean power sources, down to the community level for actions like reforestation to reduce food risks. Under this Intermediate Result, USAID will provide and mobilize public and private finance to support equitable climate actions in the areas of mitigation and adaptation in line with our partners' priorities. This greater focus on inclusive climate finance will deliver significant emissions reductions while increasing economic productivity, creating decent work, ensuring a just transition, and improving quality of life. It will also support interventions such as climatesmart agriculture, accessible and sustainable water and sanitation services, inclusive health and education services, climate information services, resilient infrastructure, ecosystem protection, assistance to populations after climate shocks, and nature-based solutions." (page 19)

USAID should build on its long history of strengthening financial intermediation and scale its capacity to support financial institutions in offering financial products that are suitable to adaptation and mitigation approaches in agriculture. For example, USAID activities could partner with financial institutions (commercial banks, microfinance institutions, and non-bank financial institutions, etc.) to incentivize investment and de-risk products and services that better meet the adaptation needs of farmers and MSMEs. (e.g., climate-smart technologies, improved inputs). Financial institutions could

also make better use of agro-climatic risk assessment tools to more accurately assess climate risks by incorporating seasonal weather data and climate projections into decision-making frameworks. To complement these efforts, USAID should help countries strengthen their alignment with ESG frameworks that facilitate reporting of standardized environmental results and impacts, such as the International Sustainability Standards Board (ISSB) Sustainability Disclosures; EU taxonomy; and Science-based Target Initiative (SBTI) Forest, Land and Agriculture (FLAG) Science-based Target Setting Guidance. To facilitate the inclusion of youth, women, and other underrepresented groups, USAID should promote financial education and de-risk investments that address the priorities of communities traditionally excluded from financial services. For example, USAID could establish a youth climate fund, modeled after a challenge fund, to scale youth-led business adaptation innovations for agriculture. The Agency should also deepen its cooperation with equity investors, social impact funds, foundations, corporate social responsibility initiatives, and philanthropic funds that have made climate commitments in the agrifood space. It should continue to build partnerships with funds that have a climate adaptation or mitigation mission as well as with funds for project preparation facilities and advisory assistance for early-stage entities.

USAID can develop and offer climate finance products such as carbon financing, results-based finance, and environmental impact bonds; risk mitigation instruments such as guarantees and insurance; and structured finance mechanisms (standardization, aggregation, securitization). 137 It can support experimentation with both inclusive and innovative financial products and markets (e.g., carbon markets, microinsurance, green bonds, results-based financing, and risk mitigation instruments). 138 However, these efforts are likely to require support until sufficient global economies of scale are achieved. USAID should strengthen oversight bodies to create a unified, consistent, and verifiable approach to measure and value the impact of climate finance across heterogeneous contexts, including external certification, proofs of concept, and policy and financial toolkits to support de-risking for low-carbon investments (e.g., creating incentives for investments into climate-smart infrastructure to crowd in private capital). The Agency should also ensure that its continued financial support to stimulate investments in the agricultural sector does not lead to adverse climate impacts, such as an increase in greenhouse gas emissions, or yield maladaptive outcomes.

In these efforts, USAID has committed to partnering with DFC, among other U.S. government institutions, to increase financing for climate-friendly projects. However, several barriers impede the Agency's ability to de-risk agricultural investments that address climate adaptation and mitigation. DFC operations are more global than USAID agricultural investments,

and USAID's timelines to approve and disburse funding are too long to support timely DFC investment opportunities. USAID should therefore consider the creation of a headquarters-based budget or global first-loss facility to de-risk DFC's riskiest, but highest-impact, agriculture investments.

Finally, USAID should support countries to reform and repurpose agricultural subsidies to incentivize climate adaptation and mitigation actions. The World Bank estimates that countries spend approximately US\$635 billion each year on agricultural subsidies, with the majority of these subsidies supporting producers. 140 Unfortunately, subsidies are often inefficient at best and frequently result in negative externalities. For instance, untaxed and unregulated agricultural emissions constitute a hidden subsidy worth \$1.1 trillion in external damages that remain unaccounted for by producers or consumers of agricultural products. 141 These subsidies may also not represent the most direct means for public resources to support the productivity and resilience of smallholders navigating volatile agroecological and market conditions, and to protect their welfare from correlated shocks. Repurposing subsidies could contribute significantly to the creation of fiscal space and flexibility to meet NAP and NDC goals. One potential reallocation could be the establishment or strengthening of social protection systems that are scalable, anticipatory, and climate-focused. Social protection infrastructure can provide a unique platform to complement agricultural extension services in reaching underrepresented groups and shaping climate-responsive behavioral change. USAID should support countries in identifying opportunities for policy reform to optimize or redefine agricultural subsidies for inclusive and cost-effective agrifood system transforma-

For a more in-depth review of these ideas, see the BIFAD-commissioned Working Paper *Systemic Solutions for Climate Change Adaptation and Mitigation*, which features a deep dive on Private Climate Finance to Catalyze Adaptation and Mitigation in Agribusiness.*

ix https://www.usaid.gov/bifad/climatechangeworkingpaper

x The Deep Dive on Climate Finance was led by ISF Advisors (https://isfadvisors.org/), an organization specializing in mobilizing capital to support a more sustainable, equitable, and productive global food system.

ILLUSTRATIVE INTERVENTION: SUPPORT INCLUSIVE CARBON PAYMENTS

Rationale: By creating incentives for climate-smart behaviors and approaches, and unlocking finance, carbon payments are an important tool for mitigation. The combination of the adoption of Article 6 of the Paris Agreement, multinational net-zero commitments, and government NDCs has led to a rapid increase in the demand for carbon credits, and for verified and bankable carbon projects generating them. Despite very thin margins, carbon payments hold promise for supporting the adaptation efforts of smallholders, particularly if combined with targeted extension and technical service provision. However, significant work and research is still required to make carbon credits effective for more smallholders. Carbon payment projects should be designed in ways that consider and support the welfare of smallholders and acknowledge that incomes from carbon markets are not likely to be high, especially in fragile, dry environments. Farmers who are most vulnerable to climate change are not usually the best carbon market participants. Any efforts to advance carbon markets should factor in and monitor potential unintended consequences for smallholders in terms of labor, inputs, other costs, and gender equity involved with carbon sequestering practices/activities, as well as the potential for programs to be misused given power and information asymmetries. While challenges remain to ensuring that smallholders and small agribusinesses can capture the benefits of these markets, carbon payments are a potential source of additional income, and an incentive for the adoption of sustainable practices.

Intervention: USAID should support fair, transparent carbon markets and policy and innovations that incentivize action through, for example, the redirection of subsidies, public–private finance, or reduced transaction costs of Measurement, Reporting, and Verification (MRV). Carbon credits can be purchased and traded for the right to emit a certain amount (typically one ton per credit) of CO₂ or other GHG. Connecting payments to the carbon generated or sequestered through specific practices can incentivize regenerative agriculture and improve soil health, forest conservation, and/or other nature-based solutions linked to agriculture—especially smallholder agriculture. Successful implementation faces many barriers, including insufficient standardization/certification processes; a high risk perception; high transaction costs; technical limitations; challenging unit economics, especially at scale; and a dearth of proven success cases at scale. To move forward with carbon payments, USAID should consider interventions across the spectrum of constraints:

- Policy and standardization frameworks: Support governments to be ready for trading and compliance markets and in the
 establishment of carbon payment platforms. Build partner government capacity and develop tools and institutions
 for monitoring and measuring frameworks. USAID could also act as a convener to facilitate public-private dialogue
 around carbon markets and develop multi-stakeholder partnerships, and could help to ensure that the design is
 structured in a way that works better for more vulnerable people.
- Carbon payment infrastructure: Support infrastructure that enables private markets to accurately understand the returns
 and risks associated with these opportunities.¹⁴⁴ Private markets have struggled to accurately do this and would benefit
 from the policy leadership, stakeholder convening, and market incentivizing activity that donors can support. Support
 enabling environment considerations that ensure third-party monitoring and consumer protection.
- Equitable market access: Facilitate access for smallholders, including such approaches as programs of activity (POA) to represent smaller initiatives; aggregation of smaller credits into market appealing bundles; and jurisdictional approaches that ensure fairer deals with smallholders and respect for Indigenous Peoples' rights, while enabling equitable benefit-sharing. Smallholders, their representative organizations, and public and private extension services should also be provided with technical assistance to support their navigation of complex carbon market requirements and to raise their awareness of potential exploitation.
- Analytics: Include farmer-centered analysis that captures labor, cost, and other dimensions, along with robust monitoring, reporting, and verification to ensure agreement adherence and capture unintended consequences.
- Technology-enabled solutions: Incorporate technologies that have the potential to mitigate key technical risks and barriers, such as those that support remote monitoring or link to climate information services. For example, emerging technology-enabled data collection solutions from climate intelligence providers can help financial institutions monitor and evaluate smallholder carbon credits.¹⁴⁵
- Innovative financial mechanisms/business models: The creation of structured finance mechanisms that can aggregate and securitize fragmented agricultural producers to allow more efficient linkages with broader markets can solve fundamental issues created by the fragmented and often informal nature of agricultural markets.

Opportunity for USAID: USAID has invested for over a decade in natural climate solutions for mitigation, including the use of carbon finance and carbon markets to incentivize sustainable management and restoration of land. ¹⁴⁶ To date, much (but not all) of USAID's research, standards-setting, and piloting has focused on forest protection and restoration. Soil carbon sequestration is an emerging area of focus for carbon markets. The Agency should devote resources to addressing the major barriers to carbon markets that benefit smallholders. By researching and testing low-cost technologies that will support monitoring and implementation, USAID can act as a catalyst to de-risk inclusive carbon markets in an effort to provide strong use cases and archetypes that provide evidence for further experimentation, uptake, and crowding in of capital. ¹⁴⁷

When facilitating interventions, USAID planners should also weigh whether carbon payments are the most appropriate method, versus other more direct mechanisms such as payment for ecosystem services (PES, see <u>Appendix A</u> for definitions and <u>Appendix F</u> for an illustrative PES intervention), which can also incentivize certain actions such as more sustainable land use and forest conservation but can be more easily structured in the absence of extensive MRV frameworks. PES may be more suitable for shorter-term activities, such as incentivizing agroforestry or regenerative agriculture practices.

USAID should invest in researching and piloting alternative avenues for carbon payments, beyond carbon markets and credits. As an early leader and consistent investor in fostering high-quality standards, USAID is well positioned to support the research and pilots necessary to enable credible accounting and exchanges of carbon payments through a variety of mechanisms. USAID should also pilot approaches to link carbon payments to programs that support other aspects of mitigation or adaptation. For example, the Agency could facilitate the establishment of carbon markets where a portion of the payments is used to support scale-up of climate-smart technologies combined with extension.

USAID should be cautious about promoting programs that solely incorporate credits in the sense of offsets (which allow firms to pay to continue to pollute), as opposed to more integrated approaches or those which include caps on pollution. It may consider facilitating a review of GHG emissions, including methane, in local agricultural value chains in order to direct investments that transform activities/processes that are not climate compliant.

While challenges with this intervention are continuously explored and resolved, USAID can act as a convener, knowledge transfer facilitator, de-risker, and provider of catalytic blended capital, ultimately allowing the private sector to develop the market. ¹⁴⁸ USAID can build from similar past and ongoing work to achieve these goals in new geographies.

Illustrative Example of Impact: The Africa Carbon Markets Initiative (ACMI), a multi-stakeholder effort launched at COP27, is seeking to establish voluntary carbon markets and mobilize \$6 billion in carbon credits in Africa by 2030 and \$50 billion by 2050. The Organizers include Global Energy Alliance for People and Planet, Sustainable Energy for All, the Rockefeller Foundation, and the UN Economic Commission for Africa. USAID is on the steering committee as an advisor, and the initiative has been supported by USAID missions at a country level. The intermediaries and financial institutions involved include M-PESA Africa, Hartree, MENA Voluntary Carbon Exchange, and Conservation International, with Verra as the verification agent. Countries that have already signed up to participate include Kenya, Gabon, Malawi, Mozambique, Togo, Nigeria, Burundi, and Rwanda, with an estimated \$200 million in market commitments and 13 identified initiatives. While still in the early days of this initiative, the scale of the road map, the multi-stakeholder steering committee, and the country buy-ins make ACMI a promising initiative to watch in terms of voluntary carbon markets.

High-Potential Geographic Focus Areas: Carbon markets have demonstrated success in established agroforestry systems and conservation offsets, with accessible credits from forest carbon offsets worldwide and from agricultural land in North America and Europe. Sub-Saharan Africa presents significant opportunities for carbon markets associated with agriculture.

Definition: Climate services involve "the production, translation, transfer, and use of climate knowledge and information in climate-informed decision making and climate-smart policy and planning." 151

Impact Pathway: Weather and climate services (WCS) have a significant impact on enhancing food availability and ensuring stability of the food supply. 152 They also support the cultivation of a wider variety of crops and allow farmers and pastoralists to enhance their productivity, dietary diversity, and income. 153, 154 Additionally, climate services, particularly early warning systems such as the Famine Early Warning Systems Network (FEWS NET),155 aid disaster preparedness and the prevention or minimization of losses. 156, 157, 158 Targeted investments in weather and climate services bundled with other products and services (extension, financial services, post-harvest processing, etc.) are essential to effectively transform agrifood systems by reducing risk and protecting or enhancing development outcomes. Accurate, specific, and timely WCS can also form the foundation for parametric (or index-based) insurance and social protection programs, triggering benefits to vulnerable groups on the basis of pre-determined risk exposure thresholds before shocks lead to the most severe and irrecoverable losses.

Implications for USAID: Over the past decade, USAID has funded more than 40 climate services-related activities, with a particular focus on African countries. The funding has primarily supported three areas: 1) enhanced data provision; 2) decision support; and 3) the promotion of learning initiatives. These activities include early warning systems like FEWS NET, for food insecurity forecasting, and the Climate Hazards Group InfraRed Precipitation with Station data (CHIRPS) for drought prediction and monitoring. A 2021 evaluation of USAID's climate services activities found that most investments served as "proof-of-concept" projects. 159 USAID should increase investments to modernize climate services providers (such as National Meteorological Services) that assist governments to achieve climate adaptation and mitigation objectives through the provision of climate data and projections. The strengthening and utilization of climate services that prioritize user needs should be consistently integrated within agrifood system development projects (e.g., FTF activities and RFSAs), either through WCS interventions embedded within existing agrifood programs or through external coordination with dedicated WCS programs. Where



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climate services are delivered efficiently as a public good by national agencies, USAID should focus its investments to develop complementary products and services in the private sector (taking care not to invest in private sector services that should be provided as a public good).

However, it is not enough to provide technological and data solutions. USAID activities should ensure that stakeholders and end users are equipped to act on the basis of climate services to enhance development and resilience outcomes. Agency programs should take a systems approach and ensure that stakeholders, ranging from national governments to communities to smallholders, are supported to use information for time-sensitive decisions. The ability to take action well in advance of critical events reduces impacts and decreases recovery time. Climate services can also guide affected populations to build back greener-to reconstruct their communities after disaster in a way that enhances their resilience to climate shocks and stressors while decreasing negative climate externalities. USAID can use its convening power to forge partnerships around the effective utilization of climate services with associations, input suppliers, offtakers/ processors, extension workers, and universities.

ILLUSTRATIVE INTERVENTION: STRENGTHEN AGRICULTURAL ADVISORY AND EARLY WARNING SERVICES LINKED TO FORECAST-BASED ACTION PLANNING

Rationale: The impacts of climate change, particularly the increase in climate variability, create uncertainty for farmers seeking to invest in or implement innovative agricultural technologies and techniques. ¹⁶⁰ Providing early warnings and strengthening agricultural advisories tailored to a changing climate are crucial to facilitate the adoption of climate-smart technologies and encourage investment. ^{161, 162} Policymakers, private sector actors, and communities should also become better equipped to know how to utilize and respond to information provided. Thus, effective early warning systems accompanied by customized advisory services are vital tools for facilitating agricultural transformation.

Intervention: Highly customized and gender-responsive advisories that inform crucial decisions like crop selection and optimal planting schedules can empower farmers and drive the adoption of sustainable agricultural practices. 163 Early warning systems provide critical, timely climate- and weather-related information. In addition to addressing producers' immediate needs, tailored advisories must address long-term climate projections that allow farmers to make appropriate investment decisions for a climate-changed future. Note: it is important that the intervention support not only strengthening the advisories and service, but also the community-, subnational-, and national-level stakeholders' ability to prepare in advance, take action, and manage events to reduce impact and promote great resilience. For example, if the advisory recommends a certain seed variety for an upcoming weather event such as drought or heavy rains, stakeholders could coordinate to ensure that sufficient and appropriate seed is available on the market for people to purchase at an affordable price, and/or in combination with government-funded programs/subsidies. Local ownership and leadership increase the acceptance and effectiveness of early warning systems and the ability to utilize the information. Locally led early warning systems, rooted in the knowledge and experience of their end users, have the potential to resonate within farming communities.¹⁶⁴ To maximize this potential, advisories and early warnings should transcend the traditional one-way flow of information. Rather than treating farmers as recipients, the approach should emphasize two-way communication that leverages farmers' experiences, data, and knowledge. Cultivating a dynamic feedback loop between farmers and advisory providers will make the information exchanged a trusted and reliable resource, driving positive change in agricultural practices.

Opportunity for USAID: To drive systemic change toward a climate-resilient future in agrifood systems worldwide, USAID should partner with organizations and stakeholders to equip farmers with reliable information that guides decision-making and reduces vulnerability to climate variability. USAID has already demonstrated its commitment by making significant investments in climate information and early warning systems such as FEWS NET, SERVIR, the Climate Information Services Research Initiative (CISRI), and the Planning for Resilience in East Africa through Policy, Adaptation, Research and Economic Development (PREPARED) project. USAID can leverage these flagship programs to offer more localized advisory services. For example, FEWSNET has well-developed models and infrastructure to facilitate the deliberate integration of advisory services in close collaboration with National Meteorological Services (NMS) and Agricultural Research and Extension Systems (NARES). SERVIR has an opportunity to enhance its impact by focusing on supporting widespread agro-meteorological advisory services at scale. These services can empower farmers with valuable guidance to optimize their agricultural practices. The PREPARED project is enhancing the expansion, development, delivery, and usability of innovative early warning systems and climate information services. In addition, USAID should integrate agricultural advisory and early warning services across all of its FTF agricultural productivity improvement and value chain projects.

Illustrative Example of Impact: A recent review of the contribution of climate services to SDG 2¹⁶⁶ found moderately strong evidence that climate services contribute to improvements in food security or intermediate conditions necessary for food security across varied services and geographies. For example, 18 evaluations of farmers' use of climate services to manage risk showed moderately strong evidence that those who used weather and climate information experienced productivity and income benefits. Evidence from 23 studies of agricultural early warning systems suggests that such systems have benefits that exceed their costs, and supports the understanding that these systems help avoid losses in productivity, wealth, and food security at the household level.

High-Potential Geographic Focus Areas: This intervention is most needed in sub-Saharan Africa, where a significant population relies on agriculture and 60 percent of the population doesn't have access to early warning services.



Definition: In the context of international development, research and development (R&D) is systematic work to expand and apply knowledge that solves development challenges. 167 At USAID, agrifood systems R&D is largely steered by the U.S. Government Global Food Security Research Strategy (GFSRS), 168 which calls for "research activities that collectively represent three themes: 1) climate-smart agricultural innovation; 2) nutrition and food systems; and 3) genetic improvement of crops and livestock. 169 This leverage point refers to the need to engage stakeholders in local research and development systems to include national and subnational government agencies and civil society organizations for multi-stakeholder local input and buy-in to adaptation research.

Impact Pathway: Given that many of the solutions, technologies, and frameworks for both adaptation and mitigation efforts in agrifood systems remain in early stages, or are embedded in local systems that may be overlooked, R&D investment is perhaps the most important leverage point for climate action. Research builds understanding of climate risks, barriers and opportunities at a local level, feeding into mitigation and resilient adaptation efforts, and even into access to finance and investment decisions; for example, with the passage of regulatory frameworks like the SEC's climate-related disclosures. ¹⁷⁰ Systemic, transformative change also requires enhanced analysis of climate conditions that goes well beyond climate impacts on current production systems. Complementary behavior change research can ensure that innovations are accepted and implemented.

The returns on agricultural R&D investment, both financial and in terms of meaningful development outcomes, are significant. R&D investments by national agricultural research systems (NARS) and CGIAR in low- and middle-income countries (LMICs) have realized a 10-to-1 benefit-cost ratio when measuring increased agricultural productivity and the subsequent reduction of poverty.¹⁷¹ USAID investments in agricultural research through U.S. universities since 1978, such as the Feed the Future Innovation Labs, have had an economic impact of \$8.4B in today's dollars from a cumulative investment of \$1.24B.¹⁷² These benefits are notably pro-poor, with 80 percent accruing to individuals with incomes under \$5.50 per day. Substantial increases to agricultural R&D funding focused on productivity, paired with related investments in infrastructure and water resource management, could offset adverse climate impacts and reduce the share of people projected to be at risk of hunger in Africa from 15 to 10 percent in 2030.173 Between fiscal years 2011 and 2021, USAID funding to non-U.S. higher education institutions totaled \$879 million.¹⁷⁴ In fiscal year 2021 (the latest for which data are available) this investment summed to \$112 million, a notable increase over a COVID-19 pandemic dip but still short of the \$115 million obligated in fiscal year 2017.¹⁷⁵

Underlying social and economic barriers limit research adoption and adaptation among women, Indigenous communities, and others who are traditionally underrepresented. As the Sustainable Intensification Framework¹⁷⁶ suggests, this human domain should be integral to all R&D programs and explicit in the review of development innovations. Maladaptation is also known to impact vulnerable and underrepresented groups disproportionately. The IPCC Sixth Assessment Report¹⁷⁷ posits that maladaptation can be avoided with flexible, multi-sectoral, and inclusive planning, with benefits to many sectors and systems.

Implications for USAID: R&D on agrifood system innovations for climate change adaptation and mitigation, including research on sustainable agricultural intensification, should consider not only potential productivity gains and environmental sustainability (e.g., pertaining to natural resource management and biodiversity) but also innovations aligned with the three other domains of the Sustainable Intensification Framework: social (e.g., gender dynamics, social cohesion, and collective action); economic (e.g., profitability, profit variability, and labor requirements); and human (e.g., health, nutrition, and food security). 178, 179 Research programming must consider the question of scalability at the inception phase, developing and using "research to delivery" pathways that endeavor to bring innovations to market while recognizing that scalability is context dependent and spatially variable.

For a more locally led approach to agrifood systems climate research, USAID should:

- Co-design research investments with local actors, including local innovators and early adopters, with consistent attention to developing locally informed target profiles for intended end users, ensuring that underrepresented populations are not overlooked.
- Invest in focused research to better understand how local agrifood systems use and adapt Indigenous and local knowledge-informed practices and technologies to strengthen USAID programming. One area for investment involves indigenous crops that are both nutritious and climate resilient, exploring not only appropriate and equitable production practices but also demand and marketability to increase consumption at scale.
- Promote public-private partnerships; collaboration across research systems (e.g., CGIAR, NARS, universities, and the private sector); extension services; and data systems development (e.g., monitoring, modeling, and analysis) that are critical to drive change at scale.
- Allocate resources to leverage local knowledge through local research systems, strengthening and funding NARS (see the Illustrative Intervention below).

ILLUSTRATIVE INTERVENTION: ALLOCATE RESOURCES TO LEVERAGE LOCAL KNOWLEDGE THROUGH LOCAL RESEARCH SYSTEMS, STRENGTHENING AND FUNDING NARS

Rationale: Locally led research combined with stronger coordination and collaboration between local and international research institutions ensures that solutions are context specific and driven by local and Indigenous priorities, knowledge, and technologies. For example, Jayne et al. (2023)¹⁸⁰ investigated the impacts of investing in NARS partnerships in Africa and found that while efforts have increased the number of professionally trained agricultural researchers in NARS, little progress has been made in strengthening institutional capacity of these organizations to ensure applicability and uptake of research results.

Intervention: Allocate resources to leverage local knowledge, including Indigenous knowledge, through local research systems, including farmer-led learning and innovation platforms. Pair capacity strengthening with greater direct investment in local institutions and co-creation with farmers. This illustrative intervention focuses primarily on strengthening NARS, which include complex networks of public research institutes, universities, private and public experiment stations, and laboratories, and linking them with farmer-led learning and innovation platforms.

Opportunity for USAID: Much of the Agency's research spending, including the Feed the Future Innovation Labs, is managed by the pillar bureaus in Washington. While USAID's most recent progress report does not provide data on research funding specifically, less than 3 percent of all funding from pillar bureaus (such as REFS) in FY22 was directed to local partners. ¹⁸¹ USAID's commitment to "shifting funding and decision-making power to the people, organizations, and institutions that are driving change in their own countries and communities" ¹⁸² should be reflected in its research investments. The ambitious targets for locally led programs and related changes to the Agency's awards and acquisition systems ¹⁸³ and other processes—such as increased leadership opportunities for Foreign Service Nationals, guidance on a higher risk appetite, and expanded use of co-creation approaches—create a timely opportunity to reassess its agricultural research investments. An institutional-level focus can build and leverage local knowledge and capacity for agricultural research, especially where research systems are underfunded/underdeveloped and not linked to extension services. ¹⁸⁴ Examples include:

- Strengthened partnerships and collaboration among international agricultural research institutions (CGIAR, U.S. universities, etc.), local NARS, and local organizations (e.g., farmer-led learning and innovation platforms), including co-creation in program planning and implementation.
- Accountability measures for local capacity strengthening in both new and existing research investments (e.g., Feed the Future Innovation Labs and CGIAR funding).
- Increased direct funding for local higher education institutions and NARS.
- The elevation of gender and social inclusion in research programming.
- Integration of participatory research methods, particularly in engaging producers and other food systems actors typically underrepresented in research, such as small-scale farmers and those most vulnerable to climate change impacts.
- Adaptation of the recent Agency guidance on Integrating Local Knowledge in Development Programming¹⁸⁵ as a resource for agricultural R&D-focused USAID activities.
- Adaptation of the principles of the New Partnerships Initiative¹⁸⁶ to engage local organizations in research programming, including greater engagement with U.S. MSIs, such as First Nations Colleges and Universities.

Illustrative Example of Impact: Ghana's economic growth, with recent agricultural output growth attributed to total factor productivity (TFP), offers a country-specific example. In addition to public investments in transportation infrastructure, market access, and other conditions favorable to growth, Ghana's increased public investments in agricultural research and development (roughly 1 percent of total agricultural value-added and increasing tenfold between 1981 and 2013¹⁸⁷) is credited for much of its economic success. ^{188, 189}

High-Potential Geographic Focus Areas: This intervention is needed globally. However, particular opportunities for USAID investment may exist where:

- · There are larger Indigenous populations, such as Bolivia, Ethiopia, India, Indonesia, Mexico, and the Philippines.
- There is evidence of local commitments to public investment in research and development.
- USAID already has a footprint in the R&D space, including the Feed the Future countries.

Definition: Integrated soil and water management systems encompass a holistic approach, combining techniques and technologies to maximize the utilization of soil and water resources efficiently, including strategies for soil quality and health, water preservation, erosion mitigation, nutrient circulation, and biodiversity, while accounting for rainfall variability, drought, seasonal change, and other hydrological cycle interactions and environmental impacts.

Soil health is defined as the continued capacity of soil to function as a vital living ecosystem that sustains plants, animals, and humans. 190 Water resources management is "the process of planning, developing, and managing water resources, in terms of both water quantity and quality," within and across water uses for the benefit of humans and ecosystems. 191 WRM "includes the institutions, infrastructure, incentives, and information systems that support and guide water management" and uses.

Impact Pathways: According to FAO, agriculture accounts for 70 percent of global water use. Climate change is already affecting¹⁹² seasonal weather patterns at both extremes, from drought to flooding.¹⁹³ Strengthening and scaling integrated soil and water management practices has the potential to improve development outcomes related to productivity, incomes, and nutrition while also driving adaptation and, more cautiously, mitigation benefits related to soil carbon sequestration. Building resilience to extreme events also requires an integrated approach to soil and water management.

Increasing organic content in soil improves nutrient storage, water-holding capacity, aggregation, and sorption of organic and/or inorganic pollutants, leading to improved productivity, clean water supply, and biodiversity. 194, 195, 196, 197 While methodologies to practically measure mitigation benefits at the smallholder level are still being tested, healthier soil also has the capacity to act as a carbon sink, effectively reducing GHG emissions. Soil carbon sequestration potential in croplands and grasslands has been estimated to range from 0.4 to 8.6 GtCO₂e per year. 198 Improved soil water infiltration and retention can be achieved with soil water management practices such as precision irrigation, water conservation, water harvesting, runoff reduction through contour bunds and minimal disturbance, and managing evapotranspiration through cover crops and mulches. 199 For example, as rainfall becomes more intense over shorter periods of time, it is important to implement interventions to prevent runoff and utilize water conservation techniques for drier times.²⁰⁰

The U.S. Global Water Strategy's third objective is to: "Reduce water stress and build resilience to climate change and other shocks and stressors by expanding the scope and impact of water resources management (WRM) investments and

working to conserve and restore watersheds."²⁰¹ Further, the Global Water Strategy recognizes water resources management activities should be implemented across the Water for the World Act and GFSS, representing a crosscutting priority. To support implementation of WRM, USAID recently produced a briefer: *Improved Water Resources Management for Agricultural Systems*. ²⁰² This briefer outlines approaches that should be scaled up across agricultural programming, including taking a landscape-based approach to WRM, which helps consider and address water use impacts at the watershed level. This approach should incorporate analysis of water supply, consumption partners, and impacts over time to prevent overextraction and avoid maladaptations (see text box).

Avoiding maladaptations in water usage by balancing short-term needs with long-term outcomes

WRI's Food Systems at Risk report (2021) highlighted as a case study an irrigation project in Peru that was a maladaptation.²⁰³ The irrigation project was launched in the mid-1980s and resolved short-term water needs, leading to thriving agricultural zones. Decades later, however, the project faces a constrained water supply, as glacially fed water reserves are diminishing.

Implications for USAID: USAID should provide support to scale implementable research²⁰⁴ with consideration of private-sector partnerships while also supporting governments to put integrated soil and water programs into practice. This includes restoring soil health (especially where it has been degraded) and facilitating better water resource management and irrigation, erosion control, and sound fertilizer application. USAID should also help farmers to better incorporate seasonal changes; anticipate and prepare for droughts using projections to identify cyclical as well as noncyclical events; and build local capacity to plan and manage water resources through those times, linked to use of available data. Within the Climate Strategy target to "support the conservation, restoration, or management of 100 million hectares with a climate change mitigation benefit,"205 USAID should set sub-targets that specifically address soil health, sustainable water resources management, and regenerative practices with the greatest combined impacts in adaptation, mitigation, and human health, with particular consideration for equitable water use and empowered decision-making for traditionally underrepresented groups. USAID is also uniquely positioned

to study, learn from, and build upon Indigenous soil health and broader food systems practices as a high-impact, trust-building measure, and to facilitate community-based water resource management discussions, informed by analysis of the impact of agricultural use of water on water supply. Interventions around integrated soil and water management should be considered at multiple scales, ranging from the very local level (e.g., what can be done at the farmer's field) to the landscape level (e.g., how water moves from upslope

to downslope, what are the impacts on supply, what are the risks from flooding and drought, how is agricultural runoff managed). Partnerships and collaboration are also critical to the success of any water resources management effort, whether at the local, water basin, national, or even regional level. USAID can use its reputation and convening power to help facilitate agreements that strengthen both soil and water outcomes.

ILLUSTRATIVE INTERVENTION: REGENERATIVE AGRICULTURE

Rationale: Regenerative agriculture is a strategy that encompasses a range of practices to restore soil health, such as agroforestry, conservation agriculture, improved carbon sequestration, and cover cropping. 206 Degraded land necessitates the use of inputs such as manure and fertilizer to restore lost nutrients. However, overuse of these nutrients in certain regions leads to N_2O emissions, excess nutrient acidification, and groundwater contamination. Healthy soils require fewer added nutrients and can therefore reduce N_2O emissions, while regenerative agriculture can aid in carbon sequestration and improve soil health. 207 The carbon sequestration potential of global regenerative agricultural technique adoption is estimated at 10 to 100 percent of current anthropogenic CO_2 emissions. 208,209

Intervention: Regenerative agriculture generally includes complex crop rotation and diversification, integrated nutrient management, use of soil cover and cover crops, incorporation of organic materials such as compost into soil, and other practices that restore and maintain soil health. Regenerative agriculture should be a part of an overall approach to sustainable land management, which includes considerations of forests, grasslands, multiple uses of land, biodiversity, and relative trade-offs. Regenerative agriculture is "crop neutral" and applicable to almost all farming systems. Adoption can be incentivized by supporting integrated risk management approaches, facilitating partnerships and education, or providing Payment for Ecosystems Services (PES) and carbon credits. Activities could also test and scale adoption of small-scale farming technologies for soil carbon measurement and accounting, and the establishment of carbon credits. In addition to private sector leadership, large-scale implementation of regenerative agriculture will likely require action from policymakers through something like a Soil Health Act. 213, 214

Opportunity for USAID: Regenerative agriculture must address soil needs through locally based research and monitoring systems adapted to changing climate conditions. USAID should support efforts to identify regional soil variations and strengthen local research institutions' monitoring and adaptive capacity. This would build on previous BIFAD recommendations to support locally led agricultural policy research institutes²¹⁵ and is in line with USAID's Local Capacity Strengthening Policy.²¹⁶ Agricultural activities with policy components could also facilitate public—private dialogue on enabling environment reforms to support regenerative agriculture, particularly in the 47 percent of countries which include soil health in their 2022 NDCs.²¹⁷

Illustrative Example of Impact: In addition to adaptation and mitigation benefits, regenerative agriculture is also expected to have food security benefits over time. A recent UN and International Union for Conservation of Nature report estimates that yields in Africa could increase by 13 percent by 2040 if regenerative agricultural practices were adopted on a large scale. ²¹⁸ In Zambia, a study showed that combining varieties of legumes with maize increased productivity for both crops. ^{219,220} However, in the short term, productivity may be negatively impacted. ²²¹

High-Potential Geographic Focus Areas: Soil health is important to consider in all agricultural programs, but some areas face more urgent challenges. Regions with large yield gaps would have adaptation benefits. Regions with a history of significant carbon loss, or a risk of future carbon loss, have mitigation potential. The FAO Soils Portal includes indicators on global soil health.^{222, 223}

Implementation of specific regenerative agricultural approaches should be prioritized and tailored based on local soil conditions (requiring greater investment in soil mapping to inform decision-making²²⁴), priority cropping systems, potential for positive human and environmental impacts, and local production practices.²²⁵ Examples of potential regenerative agricultural practices in countries or regions where USAID works include: ²²⁶

- Organic residue management: Sub-Saharan Africa, Brazil
- · Biochar application: Brazil, Colombia, South Asia, East Asia
- Soil management such as reduced or no-till systems, deep soil inversion, bed and furrow management: Democratic Republic of Congo, Ethiopia, India
- Mulching and cover cropping: Ethiopia

ILLUSTRATIVE INTERVENTION: SOIL WATER MANAGEMENT

Rationale: Accelerated climate change is associated with more frequent and intense extreme events, namely droughts and floods, across regions. These climate impacts are associated with wide fluctuations in soil water content (green water), surface and groundwater resources (blue water), and soil degradation, which undermine both the quality and quantity of yields while increasing costs (e.g., for irrigation). Improving soil organic carbon and soil organic matter is instrumental in increasing green water supply, and improved soil water management practices can increase crop yields.^{227, 228, 229}

Intervention: If farmers adopt improved soil water management technologies and practices, their production will be more resilient in the face of climate variability and extreme events. This is particularly relevant in horticulture, a subsector greatly reliant on irrigation and a source of nutritious foods. Adopting efficient use of water resources can also reduce the water footprint of production, soil erosion, and land degradation. Low-cost technologies for on-farm water management, such as solar pumps and soil moisture sensors, can facilitate land and water sustainability while maintaining or increasing yields. However, to ensure sustainable resource management, the introduction of new irrigation approaches must be paired with local capacity building to measure, consider, and project usage impacts on supply at the watershed and basin levels. Effective use of irrigation technology depends on the availability of extension services and irrigation education. Improving national capacities to develop water resource strategies can also help manage agricultural water use. In some cases, private sector actors may bundle irrigation technologies and provide agronomic support and capacity building to farmers. Payment for Ecosystems Services can be an important financial tool to help communities and smallholders invest in the technologies needed for more sustainable integrated soil and WRM. Access to these technologies may be increased by improving import logistics and creating tariff exemptions.

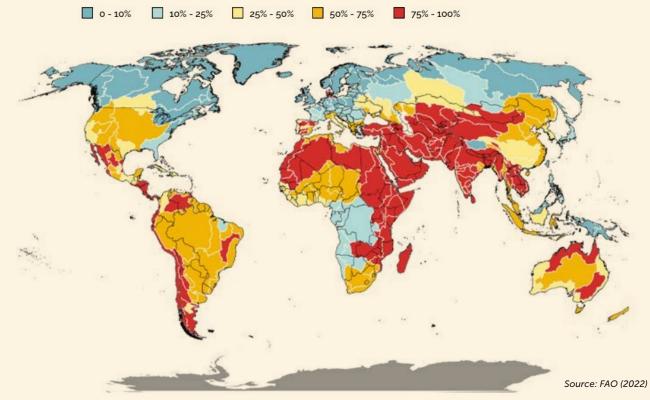
Opportunity for USAID: USAID activities could provide grants to small farmers to develop infrastructure, purchase equipment, and conduct public awareness campaigns. However, these programs should also consider and strengthen ongoing operations needs and locally based maintenance services. In countries facing barriers to importing low-cost irrigation technologies, USAID can play an important role in easing tariffs and improving import logistics. USAID may also consider a more balanced look at priorities in favor of green water storage and use. Green water aligns well with improved soil health as a determining factor for soil water-holding capacity. The distinction between green water and blue water is important for at least two reasons: (i) green water held in the soil is by far the greater source of productive water, and (ii) investing therein is likely to be more cost-effective than investing in blue water for irrigation.²³² Investing in green water should therefore be prioritized when allocating scarce resources, but it often is not. USAID can build capacity in extension services and training in irrigation technology deployment, improve water resource mapping and modeling, and work with the private sector to enhance understanding of women as a market segment.²³³ As women's participation in agriculture depends on access to resources,²³⁴ public-private partnerships that train private sector staff on marketing to women can improve equitable technology access. Because irrigation and water-use efficiency improvements can intensify water demand,²³⁵ proper management enabling aquifer recharge and capacity building for efficient irrigation application is critical to prevent water resource depletion.

Illustrative Example of Impact: CARE is promoting a combination of what it calls Water Smart Agriculture (WaSA) practices, which enable smallholder farmers to improve green and blue water management across three intervention points: (1) facilitating investments in small-scale irrigation; (2) more efficient capture and retention of rainwater; and (3) advancing soil management techniques.²³⁶ Using these approaches, CARE is documenting results in Malawi, Ghana, Mali, and elsewhere in sub-Saharan Africa. Examples of notable impacts include a general preference for adoption and adaptation of technology packages as opposed to individual technologies. In Malawi, maize yields increased up to 70 percent using Zai pits and mulch, and women reported their agricultural income increased by 17 percent. Farmers said the improved yields and return on investments reduced the risk of crop failure and financial failure, which presumably could support increased investment and innovation. In Ghana, minimum tillage and intercropping drove down production costs by 31 percent. Improved soil health from using compost, intercropping, and tied ridging resulted in a reduction in Striga infestation, and farmers noted that soil erosion during heavy rains was reduced through greater water infiltration and storage, which reduced runoff. Women reported improved and diversified revenues, improved management skills and group cohesion, social capital, and greater access to farmland. In Mali, women increased their access to agricultural land through the restoration and appropriation of degraded lands. They decreased the water requirements of their dry season gardens by 37 percent using mulch, which resulted in both a substantial reduction in their workload for watering and a fourfold increase in income from irrigated shallot production.²³⁷

High-Potential Geographic Focus Areas: Water use is very context specific. The feasibility of soil water management practices is context dependent, especially regarding labor availability, vegetative cover, and the frequency and timing of extreme events. It is applicable for all agricultural regions and zones, and especially important/urgent in arid and semi-arid regions. The most immediate impact is possible where rainfall variability is high and where inefficient irrigation practices deplete soil.

The following map from FAO's "The State of the World's Land and Water Resources for Food and Agriculture 2021 – Systems at Breaking Point" shows areas where the agricultural sector is putting stress on water basins, indicating high priority for more sustainable soil water management efforts.²³⁸

FIGURE 3: LEVEL OF WATER STRESS DUE TO THE AGRICULTURE SECTOR BY BASIN, 2018



Definition: Integrated forest and agricultural land management focuses on strengthening land-use governance and maximizing the long-term productivity of land using proven solutions tailored to diverse context-specific challenges worldwide.

Impact Pathways: Land use and land-use change represent about 40 percent of global agricultural emissions. Those emissions are caused mainly by deforestation and drainage and burning of organic soils.²³⁹ Forests and natural ecosystems are critical sources of water, food, and fuel needed for agriculture and food security, as well as for climate adaptation strategies in agriculture. For agrifood systems to be sustainable, food production cannot come at the expense of forests and other natural resources. Agricultural intensification (i.e., increased food production from the same unit area) is in itself not a solution, as it stimulates natural ecosystem conversion²⁴⁰ unless governance mechanisms are in place to manage incentives. Solutions to create synergies between climate and food security goals include effective land-use governance and the integration of trees, water, and soil conservation strategies on agricultural land. Leveraging these synergies can help reduce vulnerability to climate shocks in the short term and support agricultural goals in the long term.

Effective governance pathways include addressing risks to forest in local investments in land use,^{xii} framing political goals to explicitly include development objectives such as equity and conservation, and strengthening land governance domestically and internationally.²⁴¹ Complementing investments in land-use governance, investments to integrate trees and tree crops into agricultural land can improve yield resilience, the stability of long-term production and income, and incentives for sustainable management, thereby simultaneously improving smallholder well-being while reducing negative impacts of land-use change. Finally, governance can be effectively enhanced by improving provision of reliable information on land-use change and the effect of agriculture supply chains on land use, using these monitoring tools to influence markets and policymakers.



Photo by Ian Schwenke, Nuru International

Implications for USAID: For decades, USAID has invested in applied research to learn from its investments in agriculture and natural resources management. Through those investments, it has learned how to integrate climate-adaptive development programming with biodiversity objectives²⁴² and developed program design strategies that reduce land-based greenhouse gas emissions.²⁴³ The Agency's research has delivered broad solutions that manage the trade-offs and maximize the synergies between agriculture and natural resources.²⁴⁴ If USAID and its partners apply these solutions, tailor them to the many context-specific challenges and enabling conditions necessary for their success,²⁴⁵ and continue to learn and adapt through cross-sectoral collaboration, the Agency will make a unique and lasting contribution to both its climate and food security objectives.

ILLUSTRATIVE INTERVENTION: STRENGTHEN POLICY FRAMEWORKS TO GENERATE INCENTIVES AND BUILD MARKET DEMAND FOR DEFORESTATION-FREE AGRICULTURE

Rationale: Strengthened land tenure and governance, improved policy frameworks, and increased market demand for forest-friendly products can create an enabling environment for deforestation-free agriculture and improved biodiversity. This is especially important in ecosystems containing high carbon stocks, such as tropical forests and peatlands.

Intervention: National governments need support to develop and implement legal and policy frameworks that create the enabling environment for zero-deforestation agriculture. Support should include the implementation of producer market measures, such as PES, and consumer market measures, such as certification schemes. Building market demand for certified products is an important medium-term priority that enables the continued growth of certification programs, which in turn support producer decisions to adopt intensification practices without contributing to additional deforestation. These efforts should also advocate for clean energy transitions, as unsustainable harvest of wood for fuel is another significant driver of deforestation and ecosystem degradation.

Opportunity for USAID: USAID can 1) build improved tools and systems to monitor land use and land-use change; 2) improve institutions' capacity to implement low-emissions development policies; 3) promote payment for ecosystem services; 4) promote community-based forest enterprises; 5) promote sustainable livestock production; 6) promote landscape restoration; 7) support sustainable supply chains; and 8) improve market demand for and supply of legal and sustainable agriculture products.²⁴⁶

Illustrative Example of Impact: An evaluation ²⁴⁷ of a PES project in Uganda assessed impacts of offering households annual payments in return for not cutting trees on their forestlands. It found that villages receiving the payments saw half the tree cover losses of villages that did not receive the payments (4.2 percent in treatment villages compared to 9.1 percent in control villages), which equated to about 0.3 hectares of averted deforestation per household. The study estimated that the value of delayed carbon dioxide emissions from the program amounted to about 2.4 times the program implementation costs. ²⁴⁸

High-Potential Geographic Focus Areas: Immediate action is needed in regions with high concentrations of deforestation hotspots and large areas of at-risk forests.²⁴⁹ These areas exist across Latin America, sub-Saharan Africa, and Southeast Asia, including the Amazon, Central Africa, Mekong, and Indonesia. Additionally, emerging fronts in West Africa (Liberia, Ivory Coast, Ghana); East Africa (Madagascar); and Latin America (Guyana, Venezuela, Mexico, Guatemala) demand urgent attention.^{250,251}

Definition: Low-emissions livestock development focuses on minimizing the carbon footprint of the livestock sector while meeting food security, nutrition, and livelihood needs in a more sustainable and climate-friendly manner.

Impact Pathway: Globally, 600 million people depend on livestock for their livelihoods.²⁵² Livestock, one of the largest sources of non-CO₂ GHGs, is responsible for an estimated 6 percent of global emissions and 60 percent of agricultural emissions.²⁵³ Current livestock emissions are primarily driven by beef and dairy consumption in developed countries. Yet, demand for animal protein is expected to grow in middle- and low-income countries alongside per capita income and global population growth. Shifting global diets is estimated to reduce agricultural emissions by two thirds. 254 It is also recognized that animal-sourced foods contribute to improved micronutrient status and dietary quality for regions such as sub-Saharan Africa, where food and nutrition gaps remain a priority. 255 The livestock sector, thus, presents substantial opportunities to address climate adaptation and mitigation outcomes while meeting food and nutrition security. Productivity-focused solutions can also lower rates of emissions growth while improving the supply of animal protein (protecting food security, nutrition, and incomes) and reducing the intensity of emissions required to do so. Improved management of grazing lands, for example, can amplify soil carbon sequestration, mitigate GHG emissions, and enhance food security by boosting productivity.²⁵⁶

Implications for USAID: USAID is currently investing in its second five-year Innovation Lab for Livestock Systems, which focuses on climate-smart research innovations related to livestock production.²⁵⁷ USAID and USG support the UN-led Climate and Clean Air Coalition, including contributing to the Global Methane Pledge, which encourages countries to reduce methane emissions by 30 percent by 2030, and includes partner country methane emissions reductions in its Climate Strategy. USAID should make explicit its commitment and plans to address methane emissions from livestock systems, and strengthen its development of approaches to livestock productivity that address methane emissions as a priority outcome rather than a co-benefit. For example, no Innovation Lab for Livestock Systems research specifically targets methane reduction, and the Climate Strategy does not specifically mention a focus on reducing methane emissions from livestock. The Agency should increase its investments in the sector to pursue scalable and sustainable productivity solutions that complement existing innovations to address methane emissions across geographies and animal types. Its private sector investments should prioritize companies and projects that account for value chain emissions. It should also

work to address the potential perverse incentives associated with increased livestock productivity, including impact on biodiversity, water use, and environmental pollution. USAID should ensure that its livestock investments do not lead to cattle-driven deforestation.

On a global level, significantly reducing the consumption of beef and dairy products and shifting toward plant-based proteins has a huge potential for transformation, 258, 259 including emissions reductions. The prospective impacts of shifting diets are greatest in middle- and high-income countries with high levels of animal product consumption. In many low-income countries where cereal-based diets are dominant, animal-based protein for addressing food and nutrition gaps remains a priority. Some evidence suggests the promotion of insects as a sustainable protein source to address nutrition gaps.²⁶⁰ Insects can provide sufficient protein with a much lower carbon and water footprint and are consumed by people in some low-income countries. They are commonly used for animal feed in developed countries.²⁶¹ USAID could support research and experimentation related to the nutritional value of different insect types, the impacts of dietary shifts on existing livelihoods, the scalability of production, commercial linkages, and cultural and behavioral change to drive demand.

Finally, USAID, particularly in its humanitarian programs, should carefully consider the tension between immediate and short-term food security needs and medium- to longer-term mitigation potential based on the specific profile of a given operating context. The geographic prioritization of livestock-related mitigation efforts should not hinder efforts to address emergency food crises, but those efforts should themselves better account for longer-term climate conditions that impact sustainable livelihoods. Both development and humanitarian programming should address the climate risks to pastoralists and others that depend on livestock to ensure successful adaptation outcomes. USAID should also continue to support alternative livelihoods activities that facilitate pathways out of pastoralism where climate change has most dramatically impaired livestock production.

ILLUSTRATIVE INTERVENTION: SUSTAINABLE INTENSIFICATION OF SMALLHOLDER DAIRY PRODUCTION

Rationale: Intensification of smallholder dairy in many LMICs presents an opportunity to improve the livelihoods and nutrition of producers while reducing dairy sector emissions. Evidence suggests that it helps to develop local markets and has significant multiplier effects that benefit processors and retailers in relatively long value chains. Sustainable intensification increases milk yields of cattle with improved feeding, breeding, and health management while strengthening dairy markets to incentivize higher production. This improved package leads to more milk and reduced GHG emissions intensities per unit. Net GHG mitigation can be achieved by reducing livestock numbers to a point where constant or even increased production results from fewer cows, improving both livelihoods and environmental outcomes.

Intervention: Many dairy projects have achieved increased yields and improved livelihoods but have not incorporated environmental guardrails within the GHG emissions boundaries to which countries pledged adherence as part of their Paris Agreement commitments. Guidelines to implement dairy technology packages aligned with policies to achieve NDCs need to be developed. Such guidelines will incentivize projects that focus on both income and productivity objectives as well as on emissions reductions. A key change is the recognition that pathways for achieving higher production matter, as net GHG mitigation is only possible with fewer, more productive animals. Sustainable intensification leads to a reduction in direct methane emissions and also in indirect emissions associated with land-use change and feed production. It reduces pressure on all resources (human, capital, land, water, biomass, etc.), thus achieving important complementary gains.

Opportunity for USAID: USAID should align all livestock and dairy sector investments to include an environmental objective, and specifically a GHG mitigation target, in project design. There is significant international support to move in this direction, with the UN Framework Convention on Climate Change (UNFCCC) Koronivia Joint Work on Agriculture recognizing the unique potential of livestock to tackle climate change and large-scale initiatives led by the Global Dairy Platform and the Green Climate Fund. Although some activities, including the Feed the Future Kenya Crops and Dairy Market System Activity, report significant methane emissions intensity reductions, their objectives focus solely on productivity and market systems. By incorporating explicit emissions targets, USAID can bolster program effectiveness while ensuring sustainability.

Illustrative Example of Impact: A 2022 assessment of USAID's Dairy and Fodder Value Chain Activities in Kenya found that improved feeding and changes in the basal ration increased dairy production by an average of 43 percent. The assessment also observed a 27 percent decrease in methane emissions intensity in studied intervention areas due to increased milk productivity and more nutrient-dense and digestible feedstuffs.²⁶²

High-Potential Geographic Focus Areas: Effective strategies are required in regions with dairy productivity below 1000 liters per animal, including most countries in Africa (Mali, Mauritania, Burkina Faso, Niger, Côte d'Ivoire, Senegal, Cameroon, Ghana, Benin, Chad, Sudan, Ethiopia, Kenya, Tanzania, Rwanda, Burundi, Malawi, etc.); Central and South America (Guatemala, Bolivia); and South Asia, Southeast Asia, and Pacific Islands (Bangladesh, Nepal, Bhutan, Laos, Cambodia, Indonesia, Papua New Guinea).²⁶³



Definition: Food Loss and Waste (FLW) refers to food intended for human consumption that is wasted or lost along the supply chain, including through production, post-harvest handling, or processing, or when discarded by consumers. It contributes to methane emissions and impedes food security efforts.

Impact Pathway: Nearly a third of food produced for human consumption is lost or wasted each year. ²⁶⁴ Globally, FLW contributes 8 to 10 percent of GHG emissions ²⁶⁵ and represents a tremendous lost opportunity to support global food security, nutrition, and income for smallholder producers, especially women, who produce the majority of staple crops in low-income countries. The World Resources Institute estimates that reducing FLW by one quarter by 2050 would close the GHG mitigation gap by 15 percent. ²⁶⁶ The distribution of FLW along the supply chain varies meaningfully by region. Handling and storage, for example, represent 37 percent of FLW in South and Southeast Asia but just 6 percent in North America. ²⁶⁷ In sub-Saharan Africa, the annual magnitude of food loss is equivalent in value to annual cereal imports and exceeds the value of total food aid received over a decade. ²⁶⁸

The improved efficiency of food production systems from reduced FLW serves to stabilize food availability in the face of climate and other shocks and stressors. ^{269,270,271} Reductions can prevent cropland expansion into standing forest, curtailing the release of carbon and leaving more land available for carbon sequestration. ²⁷² Food waste is also nutrient waste and should thus be addressed as a risk to dietary quality and diversity. Addressing FLW within value chains associated with high production emissions (e.g., meat, milk) has the potential to yield particularly favorable results.

Implications for USAID: USAID recently invested \$10 million in a Food Loss and Waste Accelerator that will provide co-financing for micro, small, and medium enterprises engaged in nutritious value chains and businesses led by women and youth.²⁷³ The Agency has already invested in the FTF Innovation Lab for the Reduction of Post-Harvest Loss and the FTF Innovation Lab for Processing and Post-Harvest Handling, allocating \$60 million over the next five years in FLW research.²⁷⁴ It has also joined a coalition of leaders committed to cutting global per capita food waste at the retail and consumer level in half by 2030 while reducing supply chain losses.²⁷⁵ However, investments to date have had limited emphasis on climate change mitigation. The Innovation Lab, for example, does not include a focus on the potential for climate-related outcomes.²⁷⁶ USAID's FLW research should



Photo by Feed the Future

prioritize solutions that focus on environmental sustainability, energy efficiency, and efficient composting or anaerobic digestion to prevent unintended increases in GHG emissions. FTF Innovation Labs should proactively integrate current and future climate impacts into FLW research efforts. They could, for instance, conduct research to understand the impacts of climate change on FLW across different temperature scenarios and contexts. Research efforts could also be more systematically integrated with USAID partner country national research systems; for example, through direct funding to enhance localized FLW mitigation research. USAID could also leverage its convening power to advocate for and influence larger allocations of resources for FLW reduction research in national budgets. Finally, USAID should invest in the capacity of stakeholders (smallholder farmers, government, the private sector, universities, research institutions, etc.) to implement technical solutions and share knowledge on FLW prevention and reduction at critical points along the value chain. For example, harvesting is a critical loss point for cereals and legumes, particularly in sub-Saharan Africa.277 USAID could integrate training on stages of maturity, timing, and harvest methods in its value chain programming to minimize food loss. Such interventions offer another opportunity for the Agency to enhance the access of women and other underrepresented groups to transformative resources, in this case post-harvest technologies and facilities.

ILLUSTRATIVE INTERVENTION: POST-HARVEST SERVICE CENTERS (PSC)

Rationale: Annual post-harvest distribution losses amounting to nearly \$400 million (15 percent of global production value) could be mitigated, according to the FAO.²⁷⁸ A loss reduction of just 25 percent would result in a 4 percent increase in global food availability. Post-harvest loss results from inadequate access to facilities that ensure proper storage (e.g., protection from moisture and rodents).

Intervention: Post-harvest processing service centers are facilities where agricultural products are processed, packaged, and stored after harvest, improving their shelf lives and protecting them against spoilage. PSC interventions can improve supply chain and network coordination, optimizing the time between harvest, sales, and delivery. Frequently found in cashor export crop-producing areas (such as coffee-growing areas), post-harvest processing centers can attract smallholder farmers by providing a range of services such as insurance, credit, climate information, and market linkages, in addition to processing. A comprehensive approach can increase center use and financial sustainability while providing farmers with access to services that can help them adapt to a changing climate. Addressing the post-harvest processing needs of women is particularly important (in food drying or smoking, use of solar power technologies, etc.) and can contribute to sustainable livelihoods.²⁷⁹

Opportunity for USAID: Where post-harvest processing service centers already exist, USAID could enhance their utility with linkages to other services such as banking/credit, insurance, and localized climate information. This facilitation could take the form of grants, technical assistance, support for public-private partnerships (such as contract farming schemes), cooperatives, or extension services. Where post-harvest processing centers are scarce or nonexistent, USAID could invest in infrastructure and advocate for their establishment as one-stop-service centers.

Illustrative Example of Impact: An improved maize storage facility in Uganda led to a 21 percent increase in the length of maize storage for consumption—which is associated with increased household food security—and a 75 percent reduction in reported storage losses.²⁸⁰

High-Potential Geographic Focus Areas: Most significant gains in food and nutrition security will come from minimizing FW-PHL in the initial stages of the supply chain (e.g., on farm operations) in sub-Saharan Africa and South Asia. The reduction of FLW further on in the supply chain will have significant implications for mitigation, particularly in Central and Southern Asia, which have the highest food loss and waste carbon footprint globally.

V. Call to Action

Climate change is an urgent and existential global challenge. Its adverse impacts on agrifood systems are felt in every corner of the planet—from severe drought and dramatically declining yields in the Sahel to flood-induced crop and livestock losses in South Asia—with the most vulnerable people and ecosystems disproportionately affected.

USAID has taken up the call to action. It has increased leadership, expertise, and investments to address the climate crisis. In its Climate Strategy, the Agency lays out its most ambitious goals yet: reducing GHG emissions while helping partner countries and communities adapt to climate impacts. Addressing both the causes and consequences of the climate crisis requires bold, transformational changes in both our interconnected agrifood systems and how the Agency itself operates.

This report provides recommendations to help USAID align its approach and investments to operationalize its ambitious and essential Climate Strategy. The Agency should seize this opportunity to help safeguard both agrifood systems and the future of the planet. USAID cannot meet the moment, however, without sufficient resources. Where current levels and criteria for funding do not align with its climate ambitions, the U.S. government must allocate additional funds. It is time to take action, and USAID has never been better positioned to do so.



Photo by Morgana Wingard

Agriculture, Forestry and Other Land Use (AFOLU): An economic sector or livelihood strategy that includes "anthropogenic land-use activities (e.g., management of croplands, forests, grasslands, wetlands), and changes in land use/cover (e.g., conversion of forest lands and grasslands to cropland and pasture; afforestation)."²⁸¹

Agroforestry: Land-use systems and technologies deliberately using trees and other woody perennials on the same land-management units as animals and/or crops. ²⁸² This may include techniques such as alley cropping (intercropping rows of trees with other crops); planting trees along field margins as windbreaks, silvopasture (incorporating trees with livestock pasture); and multi-strata home gardens (planting crops of different canopy heights with high density).

Carbon credits: Tradable assets representing verified reductions in emissions or carbon sequestration. Carbon credits can be traded on compliance markets where they do confer the right to emit an offset amount of carbon, or on voluntary markets where they do not, or in packages as part of a larger contract. Carbon credits are often traded as part of a cap-and-trade regime, in which greenhouse gas emissions by sector are capped by firm limits, and companies can buy and sell allowances to emit limited amounts with prices set by supply and demand.

Carbon markets: "Trading systems in which carbon credits are sold and bought. Companies or individuals can use carbon markets to compensate for their greenhouse gas emissions by purchasing carbon credits from entities that remove or reduce greenhouse gas emissions." ²⁸³

Certification programs: Programs certifying commodities and products for their contribution to goals such as avoiding deforestation, responsible land use, and ethical labor practices. Certified products often have higher market value than noncertified products. Certification programs may be challenged by monitoring and verification, and different certifications for the same product may have different standards and effectiveness.

Climate-resilient development pathways: "Development trajectories that successfully integrate mitigation, adaptation and sustainable development," with the aim of supporting "sustainable development for ensuring planetary health and human wellbeing." ²⁸⁴

Country Development Cooperation Strategy (CDCS):

"USAID's Country Development Cooperation Strategies (CDCSs) are grounded in development theory, practice, literature, and experience from implementation, and support USAID's mission to promote and demonstrate democratic values abroad, and advance a free, peaceful, and prosperous world. They set forth a high-level Goal supported by Development Objectives (DOs) or, in the case of a regional strategy (RDCS), Regional Development Objectives (RDOs), that each Mission, in collaboration with its development partners, will work to address during the strategy period." 285

Food security and nutrition: "Access to—and availability, utilization, and stability of—sufficient food to meet caloric and nutritional needs for an active and healthy life." 286

Food Loss and Waste (FLW): Food losses occurring at the retail and final consumption points of the food chain, related to retailer and consumer behavior.²⁸⁷

Healthy diets: Diets which are safe, balanced, based on nutritious foods, and of adequate quantity for optimal growth and development at all life stages.²⁸⁸

Inclusive Transformative Change: To achieve inclusive, sustainable development, all sectors and all levels of society-from local to national, rural to urban-require new ways of living and working to manage the drivers and impacts of climate change. 289 This is more than technical and material change. Each of the systems considered in this report engage issues of identity, institutions, and power through the ways in which people make sense of the world. Transformations toward climate-resilient development will have unequal impacts and benefits across communities and countries. Many of these unequal outcomes will be rooted in individual and group identities. Gender and other identities define individual roles and responsibilities, serving as the foundation for the power relationships that shape vulnerability to climate change impacts. As a result, climate impacts usually mobilize and reinforce preexisting patterns of marginalization with dire implications for the human security of the most vulnerable. 290, 291

Incremental change: Modifications which preserve the overall integrity of a system or process, which may be extensions of existing behaviors. In some cases, incremental changes may accrue to transformational change.²⁹²

Intersectional: Intersectionality refers to the interaction of various dynamics of social differentiation, such as gender, age, socioeconomic status, racial and ethnic identity, education levels, or class, that influence power and agency in a system or community. For example, an intersectional lens on gender considers "complexities and diversity among women, men, and other gender groups—moving beyond the binary focus on the difference between women and men." ^{293, 294}

Intervention: An activity or a set of activities organized in a project or program designed to influence positive economic, social, and behavioral change.

Just transition: "Transitioning the global economy to a low-carbon, resilient one in a way that seeks positive environmental, social, and economic outcomes together, delivers equitable benefits, and does no harm," and should use "inclusive, gender-equitable, and participatory decision-making and development processes that ensure justice." ²⁹⁵

Leverage points: Processes, interactions, or elements of a system or systems where targeted actions could lead to transformational change.

Livelihood transitions: Shifts in the resources and activities which allow people to live in response to changing conditions. This may include livelihood diversification or rural-to-urban migration in response to climate hazards.²⁹⁶

Low-emissions livestock development: Production system that reduces GHG emissions while achieving greater production of outputs.²⁹⁷

Maladaptation: "Actions that may lead to increased risk of adverse climate-related outcomes, including via increased greenhouse gas emissions, increased or shifted vulnerability to climate change, greater inequality, or diminished welfare, now or in the future." The introduction of insurance products offers another example in some contexts, as these products can reduce signals to change the status quo, thus preserving inefficient or harmful decisions, processes, and actions while disproportionately benefitting wealthier and more powerful members of the community. ²⁹⁹

Malnutrition: "Poor nutritional status caused by nutritional deficiency or excess. Malnutrition is a condition resulting when a person's diet does not provide adequate nutrients for growth and maintenance or if a person is unable to fully utilize the food eaten due to illness; this consists of both undernutrition and overweight or obesity." 300

Midcourse Stocktaking: USAID "Missions use portfolio reviews and midcourse stocktakings to adapt strategies [CDCS] to changes in country context, development needs, new priorities, and evidence from implementation and development literature." 301

Nature-based solutions: "Actions to protect, manage, and restore ecosystems (including managed systems such as agricultural lands) that address societal challenges effectively and adaptively." 302

Net-zero targets: Targets or commitments to balance anthropogenic GHG emissions with anthropogenic GHG removals, at global or sub-global scales.³⁰³

Nutrition: The access and utilization of food and nutrients for life, health, growth, development, and well-being.³⁰⁴

Payment for ecosystems services (PES): The principle in which a group of actors are paid to adopt new practices or act in ways that promote ecosystem services (including conservation, or climate change adaptation and mitigation), often falling outside of an immediate market mechanism. PES programs may be privately or publicly funded.

Post-harvest loss (PHL): Losses in the handling, processing, transportation, and/or storage of food between farm and distribution.³⁰⁵ A lack of access to proper storage is a common driver of PHL.

Public-private partnerships (PPPs): Collaborations between governmental bodies and private sector for-profit corporations, business associations, or cooperatives. PPPs foster collaboration between actors and can help improve

value chain efficiency, land-use governance, and responsible production.

Regenerative agriculture: A farming system that rebuilds soil organic matter through soil biology, diversified crop systems, and improves water retention and nutrient uptake. Regenerative agriculture is "crop neutral"; that is, it is applicable to almost all crops and farming systems.³⁰⁶

Soil health: "The continued capacity of soil to function as a vital living ecosystem that sustains plants, animals, and humans." 307

System: A group of interacting and interconnected sets of actors and elements that jointly produce a particular outcome. ³⁰⁸ Agriculture and food systems involve activities, individuals, and resources engaged in the production, processing, transporting, and consumption of food, fiber, and other outputs from farming, fisheries, forestry, and pastoralism. ³⁰⁹ Like all systems, the elements of agriculture and food systems can evolve independently or through deliberate action.

Target Country: A nation selected to receive USAID investment, programming, and/or research outputs. "FTF target countries are the flagship bilateral investments of FTF and are where we think we can move the needle forward in achieving FTF's topline goals of reducing poverty, hunger and stunting." ³¹⁰

Transformative systemic change: This includes changes to the fundamental attributes of systems in response to actual or expected climate and its effects on people, often at a scale and ambition greater than incremental activities. It includes systems changes toward a climate-resilient development pathway (CRDP) that addresses climate change over timescales.

Transformational adaptation: "Adaptation that changes the fundamental attributes of a social-ecological system in anticipation of climate change and its impacts." ³¹¹

Transformative change: "A system-wide change that requires more than technological change through consideration of social and economic factors that, with technology, can bring about rapid change at scale." ³¹²

Village Saving and Lending Association (VSLA): Small-scale savings groups that are self-managed by the community members. "The core objectives of these groups are to provide a safe environment for members to save money through purchase of shares, and access small loans." 313

Zone of Influence: A defined geography within a Feed the Future target country where USAID focuses efforts and measures population-level impact.³¹⁴

STUDY OBJECTIVES

The study has three primary objectives:

- 1. Identify priority leverage points for transformative systemic change and scaling climate finance to achieve the targets and intermediate results for the sector.
- 2. Suggest realistic 2030 targets to guide USAID program design for the agriculture, food, and nutrition sectors.
- Prioritize areas for USAID action in the sector and recommend interventions.

The study also sought to understand USAID internal systems, processes, and practices in its global agriculture and food security programs to identify opportunities, gaps, and recommendations for mainstreaming ambitious climate change adaptation and mitigation goals. The specific sub-objectives are:

- Describe how historical and current climate risk and climate change information is incorporated into program and activity design across USAID's Feed the Future, BHA food security programming, and DDI/EEI's agriculture and food security-related programs, and identify opportunities where they can be more effective.
- Describe how climate risk and climate change analysis, models, and assessments are used to inform priority country and ZOI selection, Country Development Cooperation Strategy (CDCS) development, and Activity design and implementation by Missions and operating units, and identify opportunities where they can be more effective.
- 3. Describe how USAID's agriculture research investments support either improved understanding of climate challenges or climate solutions across the climate change timescales and thematic areas, particularly the extent to which those solutions engage social, behavioral, and governance aspects of climate change adaptation and mitigation. The assessment will identify opportunities for improving the effectiveness of research investment for climate action.
- 4. Describe how USAID's processes and practices for reporting across USAID's Feed the Future, BHA food security programming, and DDI/EEI's agriculture and food security-related programs incorporate climate risks, direct and indirect climate impact, and other climate change-related outcomes. The assessment will include comparison of Feed the Future climate-related indicators to standard climate change indicators.
- 5. Identify the ways USAID funding instruments (grants, investments, TA, contracts, etc.) support private sector engagement, contribute to achieving adaptation and mitigation goals in agriculture and food systems, and identify additional instruments that could be deployed, if any, including strengthened procurement language that prioritizes climate action.

- 6. Identify opportunities to maximize the climate change adaptation and mitigation co-benefits in USAID's agriculture and food security and nutrition investments, particularly within the Feed the Future authorizations/resource allocations and with an emphasis on better prioritization of underrepresented populations, more appropriate interventions for the local context, and evidence-based investments.
- 7. Identify incentives that could motivate USAID agriculture and food security-related staff and leadership to prioritize climate-related considerations into strategy, program design, investment decisions, and day-to-day operations.
- Identify the opportunities for USAID to leverage its partnerships and its convening and demonstration power to influence global policies, donor policies, cooperating country policies, and the private sector to address climate change adaptation and mitigation in agriculture and food systems.

STUDY METHODOLOGY

The study relies on the analysis of data and information collected from:

- A desktop review on the transformation of agriculture, food, and nutrition systems to achieve climate adaptation and mitigation outcomes, including existing systematic reviews of the state of climate change knowledge, including recent assessments (i.e., IPCC AR6), scientific articles, and relevant work in the gray literature.
- A document review of USAID policies, protocols, guidance, and programmatic documents (such as CDCSs and Climate Annexes).
- Expert inputs from the subcommittee members.
- Key informant interviews (KIIs) with subcommittee
 members, other experts from the climate and agriculture
 community, and USAID staff across the Agency working
 in agriculture and food security, who provided institutional
 expertise that was used to shape specific report recommendations. See Table 2, below, for a full list of KIIs.

The recommendations in the report were developed based on careful analysis of USAID's current operations and potential, aggregation of the inputs of experts—both internal and external to the Agency—and extensive deliberation by the subcommittee.

TABLE 2: KEY INFORMANT INTERVIEWS

Nicole Van Abel		
	USAID, Office of Technical and Program Quality, Bureau for Humanitarian Assistance	Senior Water Resource Management Advisor, Food Security and Livelihoods Division
Rahma Adam	WorldFish	Scientist
Alex Apotsos	USAID, Office of Sustainable Development, Bureau for Africa	Climate Change Advisor, Division of Economic Growth, Environment, and Agriculture
Mauricio Benitez	BIFAD Subcommittee; responsAbility Investments AG	Member; Nature-Based Solutions and Food Systems Lead
Rob Bertram	USAID, Bureau for Resilience, Environment, and Food Security	Chief Scientist
Margie Brand	Vikāra Institute	Director
Allison Brown	Current: Pacific Northwest National Laboratory Former: USAID, Bureau for Conflict Prevention and Stabilization	Current: Climate Security Policy Advisor Former: Bureau Environmental Officer and Climate Integration Lead
Elizabeth Bryan	IFPRI, Environment and Production Technology Division	Senior Scientist
Gillian Caldwell	USAID, Bureau for Resilience, Environment, and Food Security	Chief Climate Officer and Deputy Assistant Administrator
Rebecca Chacko	USAID, Center for Climate-Positive Development, Bureau for Resilience, Environment, and Food Security	Senior Climate Change Integration Specialist
Daniela Chiriac	BIFAD Subcommittee	Member
	Climate Policy Initiative	Senior Consultant
Jonathan Cook	USAID, Center for Resilience, Bureau for Resilience, Environment, and Food Security	Senior Resilience and Climate Adaptation Advisor
Cynthia Cox	USAID, Office of Technical and Program Quality, Bureau for Humanitarian Assistance	Agriculture and Climate Technical Specialist, Agriculture Team, Food Security and Livelihoods Division
Abdoulaye Dia	USAID, Senegal Mission	Agricultural Team Lead
Sara Diamond	USAID, Center for Natural Environment, Bureau for Resilience, Environment, and Food Security	Land Use and Climate Advisor, Division of Natural Climate Solutions
Papa Dieye	USAID, Senegal Mission	Deputy Director, Economic Growth Office
Alex Eaton	Sistema.bio	Co-founder and CEO
John Fay	SVA Services International	Director
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	Cornell University	Professor, Atkinson Scholar	
Tanja Havemann	Clarmondial AG	Director / Founder	
Samir Ibrahim	SunCulture	CEO and Co-Founder	
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Rayan Kassem	Youth4Nature	Regional Director for West Africa	
Ahmed Kablan	USAID, Center for Nutrition, Bureau for Resilience, Environment, and Food Security	Senior Science Advisor, Food Safety Division	

Rattan Lal	BIFAD	Member	
	The Ohio State University	Distinguished University Professor of Soil Science and Director of the CFAES Rattan Lal Center for Carbon Management	
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	Former: Texas A&M University, Borlaug Institute for International Agriculture	Former: Director, Feed the Future Innovation Lab for Small Scale Agriculture	
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Oumou Ly	USAID, Senegal Mission	Climate Integration Lead and Environmental Specialist, Economic Growth Office	
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Hans Muzoora	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Market Systems Finance Officer, Advisor, Market Systems and Finance Division	
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Moffatt Ngugi	USAID, Mozambique Mission	Natural Resources Team Leader, Office of Resilient Economic Growth	
Carlijn Nouwen	BIFAD Subcommittee	Member	
	Climate Action Platform for Africa	Co-founder	
Tom Ole-Sikar	Maasai Women Development Organisation MWEDO	Food Systems and Business Development Consultant	
Christy Owen	USAID Green Invest Asia, Pact	Chief of Party	
Catherine Pomposi	USAID, FTF Office of Policy Analysis and Engagement, Bureau for Resilience, Environment, and Food Security	Climate Adaptation Metrics Advisor, Analysis, Data, & Learning Division	
Rajiv Pradhan	Swisscontact (Cambodia)	Country Director	

Mike Reilly	USAID, Program Office, Bureau for Resilience, Environment, and Food Security	Program Officer, Strategic Planning Division
Deborah Rubin	Cultural Practice	Director
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Regan Smurthwaite	EnCompass LLC	Climate Monitoring, Evaluation, and Learning Specialist
Yasser Toor	US International Development Finance Corporation	Head of Food Security Investments; Managing Director
Ann Vaughan	USAID, Office of the Assistant to the Administrator, Bureau for Resilience, Environment, and Food Security	Senior Advisor for Climate Change
Fernando De Villena	USAID, Peru Mission	Technical Advisor, Office of Alternative Development
Ladd	USAID, Office of Technical and Program Quality, Bureau for Humanitarian Assistance	Senior Food System Advisor
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Peter Wright	BIFAD Subcommittee	Member
	CARE USA	Senior Technical Advisor
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Linda Zuze	IDinsight	Incoming Director

TABLE 3: USAID AND DFC REVIEWERS

NAME	AFFILIATION	TITLE
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Andrew Bisson	USAID, Center for Resilience, Bureau for Resilience, Environment, and Food Security	Senior Livestock Specialist, Resilient Livelihoods and Markets Division
Sara Carlson	USAID, Center for Natural Environment, Bureau for Resilience, Environment, and Food Security	Biodiversity and Natural Resources Advisor, Biodiversity Division
Clara Cohen	USAID, Office of the Assistant to the Administrator, Bureau for Resilience, Environment, and Food Security	BIFAD Executive Director
Caitlin Corner-Dolloff	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Senior Policy Advisor for Climate and Agriculture
Jesse Corradi	US International Development Finance Corporation	Managing Director of Africa
Jonathan Cook	USAID, Center for Resilience, Bureau for Resilience, Environment, and Food Security	Senior Resilience and Climate Adaptation Advisor
Jerry Glover	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Deputy Director
Noel Gurwick	USAID, Center for Natural Environment, Bureau for Resilience, Environment, and Food Security	Senior Climate Change and Land Advisor, Natural Climate Solutions Division
Mark Higgins	USAID, Center for Natural Environment, Bureau for Resilience, Environment, and Food Security	Biodiversity Conservation Advisor, Biodiversity Division
Nathaniel Hojnacki	USAID, Program Office, Bureau for Resilience, Environment, and Food Security	Budget Formulation Team Lead
Don McCubbin	USAID, Center for Climate Positive Development, Bureau for Resilience, Environment, and Food Security	Deputy Director and Supervisory Environment Officer
Hans Muzoora	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Market Systems Finance Officer, Market Systems and Finance Division

Moffatt Ngugi	USAID, Mozambique Mission	Natural Resources Team Leader, Office of Resilient Economic Growth
Catherine Pomposi	USAID, FTF Office of Policy Analysis and Engagement, Bureau for Resilience, Environment, and Food Security	Climate Adaptation Metrics Advisor, Analysis, Data & Learning Division
Kirsten Spainhower	USAID, FTF Office of Country Implementation, Bureau for Resilience, Environment, and Food Security	Country Support Officer and Climate Integration Lead, Africa Division
Patrick Starr	US International Development Finance Corporation	Director of Investments
Yasser Toor	US International Development Finance Corporation	Head of Food Security Investments
Ann Vaughan	USAID, Office of the Assistant to the Administrator, Bureau for Resilience, Environment, and Food Security	Senior Advisor for Climate Change

TABLE 4: BIFAD CLIMATE CHANGE SUBCOMMITTEE PRESENTATIONS

NAME	AFFILIATION	TITLE
Kevin Coffey	USAID, Office of Technical and Program Quality, Bureau for Humanitarian Assistance	Senior Humanitarian Assistance Officer and FEWSNET Program Manager, Risk Analysis Division
Noel Gurwick	USAID, Center for Natural Environment, Bureau for Resilience, Environment, and Food Security	Senior Climate and Land Advisor, Natural Climate Solutions Division
Gregory Kohler	(former) USAID, Center for Environment, Energy and Infrastructure, Bureau for Democracy, Development, and Innovation	Climate and Land Advisor and AAAS Science and Technology Policy Fellow
Songbae Lee	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Agricultural Finance Team Lead, Market Systems and Finance Division
Aurelia Micko	USAID, Kenya & East Africa Mission	Director, Environment Office
Zachary Stewart	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Production Systems Specialist, Production Systems Division
Ann Vaughan	USAID, Office of the Assistant to the Administrator, Bureau for Resilience, Environment, and Food Security	Senior Advisor for Climate Change

TABLE 5. BIFAD PUBLIC MEETING SPEAKERS

NAME	AFFILIATION	TITLE
Kate Brauman	University of Alabama, Global Water Security Center	Deputy Director
Rob Bertram	USAID, Office of the Assistant to the Administrator, Bureau for Resilience, Environment, and Food Security	Chief Scientist
Sara Boettiger	N/A	Independent Consultant
Gillian Caldwell	USAID, Bureau for Resilience, Environment, and Food Security	Chief Climate Officer and Deputy Assistant Administrator
Antony Chapoto	Indaba Agricultural Policy Research Institute	Director of Research and Innovation
Jonathan Cook	USAID, Center for Resilience, Bureau for Resilience, Environment, and Food Security	Senior Resilience and Climate Adaptation Advisor
Cary Fowler	US Department of State	Special Envoy for Global Food Security
Sarah Gammage	The Nature Conservancy	Director of Policy, Markets, and Finance
Chavonda Jacobs- Young	US Department of Agriculture	Under Secretary for Research, Education and Economics and Chief Scientist
Songbae Lee	USAID, Center for Agriculture-Led Growth, Bureau for Resilience, Environment, and Food Security	Agricultural Finance Team Lead, Market Systems and Finance Division
Ana Maria Loboguerrero	Alliance of Bioversity International and the International Center for Tropical Agriculture	Research Director of Climate Action
Moffatt Ngugi	USAID, Mozambique Mission	Natural Resources Team Leader, Office of Resilient Economic Growth
Bambi Semroc	Conservation International, Center for Sustainable Lands and Waters	Senior Vice-President
Rebecca Shaw	World Wildlife Fund	Chief Scientist and Senior Vice President of Global Science
Ann Vaughan	USAID, Office of the Assistant to the Administrator, Bureau for Resilience, Environment, and Food Security	Senior Advisor for Climate Change
Olaf Westermann	Catholic Relief Services	Senior Technical Advisor in Climate Change

USAID Climate Strategy 2022–2030: The strategy outlines USAID's "whole-of-agency" approach to climate change and includes two strategic objectives: direct targeted action (Objective 1) and transformative systems change (Objective 2). The Climate Strategy also outlines four areas USAID has identified as its strengths with regard to climate change, including its (1) global presence; (2) longevity (specifically, being a trusted and influential partner); (3) breadth of expertise (both technical and contextual); and (4) convening power.

U.S. Government Global Food Security Strategy 2022–2026: The strategy has the overall goal of sustainably reducing global hunger, malnutrition, and poverty. It has three main objectives: (1) inclusive and sustainable agriculture-led economic growth; (2) strengthened resilience among people, communities, countries, and systems; and (3) a well-nourished population, especially among women and children. Climate change is incorporated as a priority and is outlined as "one of the greatest risks to achieving agriculture-led economic growth." The Global Food Security Strategy (GFSS) is supported by the **U.S. Government's Global Food Security Research Strategy**, **2022–2026.**

U.S. Government's Global Food Security Research Strategy, 2022–2026:³¹⁵ The research strategy focuses on three areas where science and innovation are essential to progress: climate-smart agricultural innovations; improved nutrition through high-quality, affordable diets; and genetic improvement of resilient crops and livestock.

Strategic Framework for Early Recovery, Risk Reduction, and Resilience (ER4): 316 "The goal of BHA's ER4 efforts is to improve the well-being of vulnerable people—from the individual to country level—by strengthening their capacities to manage risk; to anticipate, withstand, recover from, and adapt to shocks and stresses; and to support positive, transformative change." The Framework has four strategic objectives, one of which focuses directly on enhancing the resilience of populations that are acutely vulnerable to climate impacts, and aligns with the Agency's Climate Strategy. BHA adopts a climate lens for all of its ER4 programming to address "urgent climate actions as well as transformative shifts toward equitable, climate resilient communities and societies."

U.S. Government Global Water Strategy 2022–2027:³¹⁷ The strategy's goal is to build health prosperity stability

The strategy's goal is to build health, prosperity, stability, and resilience through sustainable and equitable water resources management and access to safe drinking water, sanitation services, and hygiene practices. Its third strategic objective, to "improve climate-resilient conservation and management of freshwater resources and associated ecosystems," is particularly relevant to agricultural sector programming.

Improved Water Resources Management for Agricultural Systems:³¹⁸ This U.S. Government Global Food Security Strategy Activity Design Guidance provides a technical overview of water resources management that aligns with the long-term viability of agriculture and global food production and processing at the community, basin, and national levels.

President's Emergency Plan for Adaptation and Resilience (**PREPARE**): ³¹⁹ Announced at the Conference of the Parties (COP) 26, PREPARE is the USG initiative elevating the United States' approach to international adaptation.

2022 Resilience Policy Revision (Draft): Updates the 2012 Resilience Policy, which outlined a framework for building resilience in the face of shocks and stresses, including through "(1) reducing exposure to risk through, for instance, climate change adaptation and mitigation, improved infrastructure, or peacebuilding; and (2) strengthening the sources of resilience that matter most at each level and in each context." This policy is a complement to the Climate Strategy because it includes adaptation and mitigation approaches and addresses other types of risks, such as economic, conflict and disease.

USAID Biodiversity Policy: The Biodiversity Policy has two stated goals: 1) to conserve biodiversity in priority places; and 2) to integrate biodiversity as an essential component of human development. The Strategy incorporates the concepts of co-benefits with regard to climate change adaptation and mitigation efforts, including those around livelihood incentives, as well as consideration of negative impacts on biodiversity, such as agricultural expansion leading to deforestation.

USAID Policy on Promoting the Rights of Indigenous Peoples (PRO-IP): The goal of PRO-IP is to "improve the impact and sustainability of development programs by ensuring that they respect Indigenous Peoples' rights and engage Indigenous Peoples as partners in development processes." PRO-IP relates directly to the Climate Strategy's Intermediate Result 1.4: *Partner with Indigenous Peoples and local communities to lead climate action*, and could be used for activities that include nature-based solutions, forest management, land use, and other interventions.

USAID's Gender Policies and Guidance: USAID has several policies to incorporate gender considerations intro programming, including the Gender Equality and Women's Empowerment (GEWE) policy; the USG National Strategy on Gender Equity and Equality; and USAID ADS 205 (Integrating Gender Equality and Female Empowerment in USAID's Program Cycle). USAID is also developing a Gender and Climate Framework.

Local Capacity Strengthening Policy: 320 While the Local Capacity Strengthening Policy does not specifically incorporate climate change, it presents an overarching framework for approaching implementation, which puts local actors and systems at the center of designing locally owned and led solutions, which is a key element of the climate strategy. It includes three principles for effective programming of local capacity strengthening, which are "(1) start with the local system; (2) strengthen diverse capacities through diverse approaches; and (3) plan for and measure performance improvement in collaboration with local partners" (USAID, 2022, 3).

Private Sector Engagement Policy (PSE): The PSE Policy outlines an approach to working in partnership with private sector stakeholders to develop and implement sustainable, market-based solutions.

Appendix D: Illustrative Comparison of FTF, BHA, and Climate Change Standard Indicators

INDICATOR FOCUS	FTF INDICATORS ³²¹	BHA RFSA ³²² OR EMERGENCY ACTIVITY ³²³ INDICATORS	GCC INDICATORS ³²⁴		
Adaptation	Hectares under improved management				
	EG.3.2-25 Number of hectares under improved management practices or technologies with USG assistance Number of hectares of cultivated land under climate adaptation practices or technologies with USG assistance	EG.3.2-25 Number of hectares under improved management practices or technologies with USG assistance	EG.13-8 Number of hectares under improved management expected to reduce GHG emissions		
		EG.3.2-28 Number of hectares under improved management practices or technologies that promote improved climate risk reduction and/or natural resources management with USG assistance			
		A07 Number of hectares under irrigation resulting from irrigation interventions			
		A10 Number and percent of hectares protected against disease or pest attacks			
		Individual practices			
	EG.3.2-2: Number of individuals who have received USG-supported degree-granting non-nutrition-related food security training EG.3.2-24 Number of individuals in the agriculture system who have applied improved management practices or technologies with USG assistance (climate adaptation and climate mitigation disaggregates) EG.3.2-a Percent of producers who have applied targeted improved management practices or technologies	EG 3.2-1 Number of individuals who have received	EG.11-1 Number of People Trained in Climate Change Adaptation		
		USG-supported short-term agricultural sector	EG.11-5 Number of people supported by the USG to adapt to		
		productivity or food security training	the effects of climate change		
		EG.3.2-24 Number of individuals in the agri-food system who have applied improved management practices or technologies with USG assistance	EG.11-6 Number of people using climate information or implementing risk-reducing actions to improve resilience to climate change as supported by USG assistance EG.13-1 Number of People Trained in sustainable landscapes		
		EG.3.2-a Percent of producers who have applied targeted improved management practices or technologies			
		A11 Number of individuals trained in appropriate crop protection practices			
		A12 Percent of individuals who received training who are practicing appropriate crop protection procedures			

INDICATOR FOCUS	FTF INDICATORS	BHA RFSA OR EMERGENCY ACTIVITY INDICATORS	GCC INDICATORS
Adaptation		Yield	
	EG.3-10,-11,-12 Yield of targeted agricultural commodities among program participants with USG assistance	EG.3-10,-11,-12 Yield of targeted agricultural commodities among program participants with USG assistance	There are no GCC indicators that address yield.
		Policy or institutional action	
	RESIL-1 Number of host government or community-derived risk management plans formally proposed, adopted, implemented	RESIL-1 Number of host government or community-derived risk management plans formally proposed, adopted, implemented or institutionalized with	EG.11-2 Number of Institutions with Improved Capacity to Assess or Address Climate Change Risks Supported by USG Assistance
	or institutionalized with USG assistance	USG assistance T02 Number of geological policies or procedures modified as a result of the interventions to increase the preparedness for geological events	EG.11-3 Number of laws, policies, regulations, or standards addressing climate change adaptation formally proposed, adopted, or implemented as supported by USG assistance
		T05 Number of hydrometeorological policies or procedures modified as a result of the intervention to increase preparedness for hydrometeorological events	EG.13-3 Number of laws, policies, regulations, or standards addressing sustainable landscapes formally proposed, adopted, or implemented as supported by USG assistance
		D15 Number of DRR strategies, policies, disaster preparedness, and contingency response plans written or revised to reflect improved information and procedures	
		D16 Number of DRR strategies, policies, disaster preparedness and contingency response plans that are being adopted or utilized by communities and/or governments	

INDICATOR FOCUS	FTF INDICATORS	BHA RFSA OR EMERGENCY ACTIVITY INDICATORS	GCC INDICATORS									
Adaptation	Resilience											
	RESIL-2: Percent of participants receiving USG assistance who feel their households are able to recover from shocks and stresses	ring USG assistance who feel climate information or implementing risk-reducing actions to improve										
	RESIL-d: Percent of participants with access to informal safety nets with USG support	supported by USG assistance RESIL-a Ability to recover from shocks and stresses index	supported by USG assistance									
	RESIL-e: Percent of participants with access to formal safety nets with	RESIL-b Index of social capital at the household level										
	USG support	RESIL-c Percent of households that										
	RESIL-f: Percent of participants actively contributing to local government/community decision-	believe local government will respond effectively to future shocks and stresses										
	making with USG support RESIL-g: Percent of participants who	D02 Number of community action plans developed based on participatory										
	have prepared for future shocks with USG support	hazard, vulnerability and capacity assessment										
	RESIL-h: Number of participants who obtained insurance to mitigate the effects of shocks with USG support											
	RESIL-i: Index of social capital at the participant level											
	RESIL-j: Percent of participant households that have diversified their livelihood risk with USG support											
	RESIL-k: Percent of participants with access to key information about risks with USG support											
	RESIL-L: Percent of participants who have worked together with their community for the benefit of the community with USG support											

INDICATOR FOCUS	FTF INDICATORS	BHA RFSA OR EMERGENCY ACTIVITY INDICATORS	GCC INDICATORS
Mitigation		Emissions	
	There are no FTF indicators that address emissions.	There are no BHA RFSA or Emergency Activity Indicators that address emissions.	EG.13-6 Greenhouse Gas (GHG) emissions, estimated in metric tons of CO ₂ -equivalent, reduced, sequestered, or avoided through sustainable landscapes activities supported by USG assistance
			EG.13-7 Projected Greenhouse Gas emissions reduced or avoided from adopted laws, policies, regulations, or technologies related to sustainable landscapes as supported by USG assistance
			EG.13-8 Number of hectares under improved management expected to reduce GHG emissions
Climate finance	EG.11-4: Amount of investment mobilized (in USD) for climate change adaptation as supported by USG assistance	There are no BHA RFSA or Emergency Activity Indicators that address climate finance.	EG.11-4 Amount of investment mobilized (in USD) for climate change adaptation as supported by USG assistance
			EG. 13-4 Amount of investment mobilized (in USD) for sustainable landscapes as supported by USG assistance

Appendix E: Technical Approach to High-Potential Leverage Point Prioritization

The prioritization of high-potential leverage points for system transformation draws upon a review of recent assessments (the IPCC Sixth Assessment Report) and peer-reviewed articles. This review was complemented by extensive discussions with the Subcommittee, inputs collected from public meetings, and other expert inputs obtained through key informant interviews.

Drawing upon this body of knowledge, leverage points were prioritized using two main criteria:

- The anticipated global contributions of the leverage point to adaptation, mitigation, and food security goals, as outlined in the IPCC Sixth Assessment Report³²⁵
- Whether USAID has any specific policies, priorities, or investments pertaining to the leverage point

Under the first criterion, the report assessed contributions to mitigation by drawing on IPCC technical estimates for the mitigation potentials of various response options, with the largest individual impacts estimated at around 3 GtCO₂-equivalent per year. For adaptation, contributions were assessed relative to the projected 100 million lives expected to be affected by climate change and a carbon-based economy between 2010 and 2030. This report adopts the IPCC threshold for categorizing adaptation contributions as "large," which is a contribution of at least 25 percent of this total. Finally, this report followed the IPCC methodology for food security, categorizing any food security effort as having a large potential contribution if it addressed the needs of at least 12.5 percent of the approximately 800 million individuals currently experiencing undernourishment. It is important to note that while this report relies on quantifications based on IPCC methodologies to prioritize leverage points, large impacts may be achieved by identifying and targeting a key leverage point that can bring about significant change for a priority population. This consideration informed this report's prioritization of leverage points in a qualitative manner.

The prioritization process mapped the leverage points identified in the working paper to the response options described in the IPCC report. This process highlighted four leverage points with the potential for systematic impact. The transformations they might produce are expected to have medium-to-large benefits for adaptation, mitigation, and food security. These leverage points include integrated soil and water management, integrated forest and agricultural land management, reduced food waste and post-harvest loss, and low-emissions livestock development. In addition, weather and climate services have been identified as having a large positive impact on food security along with substantial potential to facilitate transformations in agrifood systems.

Based on desk review, KIIs, and Subcommittee guidance, the study also identified social, institutional, and policy leverage points with high transformative potential: Empower Women, Youth, and Other Underrepresented Groups to Drive Locally Led, Climate-Resilient Agrifood Systems; Partner with and Strengthen Local Research and Development Systems; and Increase Finance for Climate Adaptation and Mitigation and Expand its Inclusivity. These leverage points target key systems and populations that can become drivers of system transformation that makes them valuable. Their potential impact depends on the project context. Therefore, project theories of change should identify key systems and groups and how these leverage points can catalyze needed systemic transformation.

It is important to acknowledge the complexity and specificity of agriculture and food systems, which are influenced by factors such as geography, socioeconomic conditions, culture, and behavior. Therefore, the potential transformative changes associated with these leverage points will vary by place, and interventions targeted at these leverage points must be tailored to suit the unique circumstances of each context, including these specific transformative potentials. Appendix H contains process guidance for transformation that provides the critical considerations for identifying and prioritizing leverage points and designing interventions appropriate to the systems in question to facilitate this targeting.

TABLE 6: POTENTIAL IMPACTS OF TECHNICAL PRIORITIES ACROSS DOMAINS

Key: A = Adaptation, FS = Food Security, M = Mitigation, PA = Policy Alignment

OPTIONS					
High-potential technical priorities					
expand ntegrated soil and water esources nanagement					Enhancing soil carbon content has been projected to have substantial potential mitigation benefits, estimated to range from 0.4 to 8.6 GtCO $_2$ e per year with high confidence. This is achieved by increasing soils' capacity to act as carbon sinks. Additionally, increasing soil carbon content provides significant adaptation benefits by enhancing the resilience of food crop production systems to the impacts of climate change. These adaptation benefits are estimated to impact up to 3.2 billion people positively, though confidence in the estimates is low. Soil carbon sequestration has the potential to reduce calorie loss by improving agricultural productivity, potentially preventing undernourishment for an estimated $60-225$ million people.
					On the other hand, integrated water management has an estimated mitigation potential of $0.1-0.72~\rm GtCO_2$ yr -1 . The potential GHG emission reduction is mainly estimated from cropland and rice cultivation; for example, through using the alternate wetting and drying technique. Integrated water management offers significant adaptation benefits, as it enhances water availability and the reliability of agricultural output. Some adaptation strategies include minimizing water evaporation and losses, implementing precision water management techniques, and embracing water harvesting and storage solutions. Adaptatic through integrated water management is estimated to affect 250 million people and improvious food security for a billion people.
					Several policies implemented by USAID support integrated water management and soil heat to combat hunger and establish sustainable systems. These policies include the USAID Climate Strategy, the U.S. Government Global Food Security Strategy, the U.S. Government Global Food Security Research Strategy, and the U.S. Global Water Strategy. These initiative aim to address global fertilizer challenges and contribute to the fight against hunger while promoting the development of sustainable agricultural systems.
Expand Integrated orest and Igricultural land Inanagement					The integration of forests within agricultural landscapes is projected to have significant mitigation benefits, with an estimated potential ranging from 0.1 to 5.7 GtCO ₂ e per year (medium confidence). By incorporating forests into agricultural areas, agroforestry practices offer substantial benefits, enhancing the resilience of agricultural lands to climate change through improved soil microbial activity, lower rates of erosion, and diversified farming systems. These benefits are estimated to positively impact around 30 percent of the world's population using trees across agricultural landscapes (medium confidence). Furthermore, agroforestry has the potential to improve productivity, leading to food security benefits for uto 1.3 billion people who farm on degraded agricultural land.
					USAID has implemented various policies that align with agroforestry. These policies include the USAID Climate Strategy, the U.S. Government Global Food Security Strategy, the U.S. Government Global Food Security Research Strategy, and the USAID Biodiversity Policy. The initiatives aim to combat hunger, build sustainable systems, and promote the integration of agroforestry practices to achieve these goals.



TABLE 6: POTENTIAL IMPACTS OF TECHNICAL PRIORITIES ACROSS DOMAINS

Key: A = Adaptation, FS = Food Security, M = Mitigation, PA = Policy Alignment

RESPONSE OPTIONS	Α	FS	М	PA	CONTEXT AND EVIDENCE BASE
					High-potential technical priorities
Reduce food loss and waste (FLW)					The reduction of food waste and post-harvest loss offers significant mitigation benefits, with estimates ranging from 0.8 to 4.5 GtCO ₂ per year with high confidence. Simultaneously, these efforts substantially impact global food security, benefiting at least 1 billion people, by improving food availability. While global estimates for the adaptation benefits of reduced food waste are currently lacking, it is estimated that reducing post-harvest loss could positively affect adaptation for 320 to 400 million people by alleviating pressure on land resources. It is evident that addressing food waste and post-harvest loss holds a significant priority for USAID. This commitment is exemplified through the Agency's involvement in initiatives like Friends of the Champions 12.3, where food waste and post-harvest loss are key priorities. In addition, USAID's Feed the Future program is making substantial investments to foster critical solutions that will reduce food loss and waste, further emphasizing the Agency's dedication to tackling this global challenge.
Reduce livestock emissions while increasing production efficiency					Low-emissions livestock development, particularly through improved grazing land, has large potential mitigation benefits, estimated at 1.4–1.8 GtCO ₂ e yr ⁻¹ , while the potential benefit from livestock management is estimated at 0.2–2.4 GtCO ₂ e yr ⁻¹ (medium confidence). At the same time, these practices, including animal diversification, regulation of stocking rates, the establishment of exclosures, etc., improve the resilience of livestock production systems, potentially benefiting up to 25 million people. Improved livestock management, including the use of various animal types and feeds, has the potential to positively impact the lives of approximately one million people. The potential impact of improved grassland management could extend to over one billion people, a significant portion currently relying on subsistence agricultural systems. Several USAID policies align with low-emission livestock production, including the global food security strategy. Through FTF and humanitarian programming, USAID often implements interventions to support livestock-dependent livelihoods. Furthermore, USAID has pledged its support to the Global Dairy Net Zero Initiative.



TABLE 6: POTENTIAL IMPACTS OF TECHNICAL PRIORITIES ACROSS DOMAINS

Key: A = Adaptation, FS = Food Security, M = Mitigation, PA = Policy Alignment

RESPONSE OPTIONS	Α	FS	М	PA	CONTEXT AND EVIDENCE BASE	
	High-potential technical priorities					
Enable the use and sustained provision of weather and climate services					Existing early warning systems reach over 100 million people globally, potentially enabling farmers to make informed agricultural decisions to prepare for adverse conditions. These proactive measures are likely to positively impact food security through various pathways, including improving availability by informing farmer decision-making and de-risking agricultural value chain investment, as they enhance the resilience of agricultural systems and help mitigate potential losses caused by adverse weather events. Further research is needed to estimate the mitigation potential of climate services. USAID continuously invests in enhancing and strengthening the climate services capabilities of partner countries. USAID's Climate Strategy emphasizes the co-production of demand-driven climate services, taking them to scale as a key action area for achieving its adaptation target.	
De-risking agriculture and food systems					While investments targeting the de-risking of agriculture have a logical impact pathway, through improved and more reliable food production to greater food security and adaptive capacity, there is limited evidence for specific adaptation impacts of these investments. However, supportive evidence indicates that risk transfer instruments, such as insurance, yield positive benefits for food security, potentially benefiting over 1 million people. Further studies are needed to determine specific mitigation benefits related to this leverage point. Recognizing the importance of managing risks associated with natural hazards, USAID has made significant investments in researching strategies to address these challenges. The Agency is actively working to develop approaches that enhance resilience and reduce vulnerability to climate disasters. While further evidence and specific estimates are needed, USAID's focus on researching risk management strategies and supporting private sector investments highlights its commitment to addressing the challenges of agricultural risk, promoting adaptation, and building resilient market systems.	



To address the context-dependence of intervention impact and value, this report offers a rubric for ranking interventions that can guide project design across contexts. This rubric considers two broad factors in ranking interventions:

- 1. Transformative potential: This report prioritizes interventions with the greatest transformative potential. Interventions might yield transformations directly, or they might serve to move people and places toward transformational pathways.
- 2. Evidence for efficacy: Once the relative transformative potential of different interventions is identified, prioritization moves to the consideration of the evidence for their efficacy. This includes assessing the amount of evidence for intervention efficacy and the robustness and reliability of that evidence.

This general rubric is complemented by two further considerations:

- 1. Policy alignment: A final means of ranking the interventions is to consider their relationship to how they affect (biodiversity, gender roles, seed varieties, transportation networks, etc.) or how the transformations they bring about align with USAID's priorities. Where all things are equal, interventions that further Agency priorities should be prioritized.
- 2. Multiple benefits: In line with the climate-resilient development framing, this report ranked interventions with both an adaptation and mitigation benefit above those that only work on one or the other, or that might create negative trade-offs between adaptation and mitigation.

TABLE 7: INTERVENTION PRIORITIZATION MATRIX

	HIGH TRANSFORMATIVE POTENTIAL	LOW TRANSFORMATIVE POTENTIAL
High/Reliable Evidence	Highest priority	Third-highest priority: these might have more evidence in terms of implementation and what they accomplish, but if they cannot move people and places toward transformational pathways they are not helpful.
Low/Unreliable Evidence	Second-highest priority, if the potential transformation is important and if the evidence is largely lacking, as opposed to suggesting the intervention does not work.	Avoid these interventions unless there is a unique argument to be made for them.

LEVERAGE POINT: ENABLE THE USE AND SUSTAINED PROVISION OF WEATHER AND CLIMATE SERVICES

ILLUSTRATIVE INTERVENTION: TRAIN AND EQUIP NATIONAL METEOROLOGICAL SERVICES AND NATIONAL AGRICULTURAL RESEARCH AND EXTENSION SYSTEMS (NARES) TO PROVIDE RELIABLE, TAILORED, AND USABLE CLIMATE INFORMATION AND ADVISORY SERVICES

Rationale: Despite notable progress in climate modeling, prediction, and the use of information communications technology (ICT) for dissemination, many developing countries and regions face challenges in generating high-quality and actionable climate information and advisories.³²⁶ Bringing climate services and early warning systems up to the standards observed in developed countries could result in savings of up to \$2 billion annually through loss mitigation.³²⁷ Investment in upgraded climate services minimizes the economic and social impacts of climate events and ensures effective and efficient utilization of other available resources.

Intervention: National Meteorological Services (NMS) are the authoritative providers of weather and climate information for local and national decision-making and climate adaptation planning. However, NMSs struggle with limited funds, inadequate equipment, and understaffing. Modernization of NMS operations should move them to the forefront of technological advancements in observing, forecasting, and understanding weather and climate trends. Significant investments enhance the quality and quantity of available data for forecasters and improve their numerical weather and climate prediction capabilities. NMS support may include provisions to ensure an adequate and educated workforce through both recruitment and training efforts that keep pace with technological and meteorological advancements. Such investments can empower governments to enhance overall resilience to climate impacts. Support should also be directed towards National Agricultural Research and Extension Systems (NARES), which bear the responsibility of translating weather and climate information into practical guidance for agricultural decision-making. NARES play a pivotal role in disseminating this information to end users, primarily farmers. Investments should prioritize the establishment of structured partnerships and governance frameworks, the implementation of scalable training programs for agricultural extension experts, and the creation of transparent feedback mechanisms connecting farmers with both the NMS and NARES.

Opportunity for USAID: In addition to supporting technology and data upgrades, USAID should concentrate efforts on modernizing NMS and NARES by supporting organizational reforms and enhanced workforce capabilities. It should facilitate improved partnerships with leading meteorological and agricultural research and extension institutions and allocate resources towards R&D of cutting-edge climate data, products, and advisory services. USAID should also support NMS to better integrate with government agricultural sector development and disaster risk management programs so that information can be utilized as part of a wider program of preparedness, response, and resilience.

High-Potential Geographic Focus Areas: Sub-Saharan Africa has the lowest level of observational stations and early warning system capacity in the world.³²⁹ Increased investments in NMSs are necessary to address this gap. In addition, SIDS also require increased investment in their NMSs.

LEVERAGE POINT: EXPAND INTEGRATED SOIL AND WATER RESOURCES MANAGEMENT

ILLUSTRATIVE INTERVENTION: PAYMENT FOR ECOSYSTEM SERVICES (PES)

Rationale: PES "leverages external private sector, government, or public institution buyer interest in maintaining or enhancing ecosystem services to pay land users to modify practices that threaten an ecosystem." ³³⁰ The costs of protecting or augmenting those benefits, or the loss of such benefits, often fall outside of effective market mechanisms, at least in the short to medium term. Soil health-related PES can facilitate and expedite the adoption of improved soil management practices which, under traditional market mechanisms, do not account for the value of the associated ecosystem services. ³³¹, ³³² PES can be an effective tool because, to transition to regenerative agriculture, farmers must generally take on additional costs for new technologies and practices. However, revenue and productivity may fall the first few years before a project becomes profitable. ³³³ PES can encourage early adopters to take up and maintain new practices, yielding demonstration effects (showing other farmers that these methods work over time) and reducing stigma. PES may also seek to catalyze new services to support these practices (i.e., tree nurseries, private sector input suppliers are aware and incentivized to promote adoption). In addition, designers should be aware that differences in the quality of resources available to women and men may affect adaptive capacity and coping strategies. The specific tasks and roles of men and women affect their share of income from ecosystem services. ³³⁴ Local knowledge systems and differing access to resources and institutions also affect who benefits. ³³⁵

Intervention: The exact structure of a PES in a given activity must be determined by the local social, economic, and agroecological context. However, PES for forest conservation, regenerative agriculture, water management, and soil health would ideally be structured in a way that involves both public and private sector engagement and responsibilities, with a clear exit plan for USAID's convening role and/or initial funding. In regenerative agriculture-oriented PES, schemes should be designed so that farmers receive a fair, predetermined payment for adopting regenerative agriculture practices. Ideally, this payment would incorporate the societal value of soil carbon, which reflects the monetary value of the ecosystem services of healthy soils.³³⁶ Schemes should be designed to incentivize practices that would not occur under business-asusual scenarios (additionality) while avoiding degradation of ecosystem services outside the program domain (leakage) and ensuring that practices are not reversed (permanence).³³⁷ Practices would need to be both taught and monitored over time for the system to be effective. Importantly, PES is not intended to be indefinite but to support farmers through the transition to regenerative agricultural practices and, in particular, through the first few years where production and profitability will potentially decrease. PES systems should be structured at a minimum to cover four years, and ideally six.³³⁸ However, it is possible that a USAID activity may begin to exit sooner if the PES has been structured with a clear lead, such as the government or a private sector player, in an organizing role (by far the preferred model).

Opportunity for USAID: USAID can play the key role of facilitator or convener in setting up an initial agreement for PES by bringing together the public sector, private sector, farmers, and other stakeholders to define the terms and activities required at all levels. USAID could also leverage funding to catalyze the initial PES, potentially attracting other funders, such as multinational buyers trying to reduce value chain emissions requirements; the public sector through agricultural subsidies; foundations; and impact investors. In some cases, USAID may also join existing PES structures that need to be scaled or expanded. USAID has utilized PES, including on sustainable landscapes work, and the Agency can capture lessons learned, resources, and tools. However, challenges remain. PES schemes may take time to become established unless there is already in-country momentum. PES also requires the standardization of reporting and measurement methods to enable markets to effectively and accurately characterize the potential costs, risks, and returns available in the space. For regenerative agriculture, PES is still being tested. The evidence of sustainability and ability to withdraw funding are under review. Activity designers should carefully monitor and adapt programs and pilots for changing dynamics during implementation. PES is meant to complement, but not replace, other agricultural sector development efforts to support government programs to incorporate climate adaptation and mitigation efforts.

High-Potential Geographic Focus Areas: PES could work in most geographic areas with diverse ecosystems. Ideally, however, there would be a large enough community of farmers to make economies of scale work more quickly. With more proof of concept, these can also be rolled out to thinner markets.

LEVERAGE POINT: EXPAND INTEGRATED FOREST AND AGRICULTURAL LAND MANAGEMENT

ILLUSTRATIVE INTERVENTION: INCREASE TREE COVER IN SMALLHOLDER SYSTEMS

Rationale: By embracing agroforestry interventions and incorporating intercropping of high-value tree products, small-holders can enhance their food security, improve their diets and nutrition, and ensure long-term productivity by increasing resilience to weather and climate challenges. As a result, their incomes will stabilize or increase, leading to improved resilience and adaptive capacity in their livelihoods. Additionally, this approach will contribute to the mitigation of carbon emissions.

Intervention: Increasing tree cover in homesteads and smallholder systems can improve food security, reduce risks, and increase carbon sequestration. Alley cropping, multi-strata homegardens, windbreaks, and silvopasture are agroforestry systems with significant potential for improving mitigation outcomes, reducing vulnerability, and increasing adaptive capacity among smallholders. Incorporating fruit trees or other high-value trees in alley cropping, windbreak, and silvopastoral systems can enhance these opportunities by diversifying income sources, increasing dietary diversity, promoting women's decision-making in the household, and contributing additional ecosystem services.^{339,340} For example, multistrata homegardens improve food security and dietary quality and hold twice the soil carbon stocks of other agroforestry systems.^{341,342,343,344,345}

PESs and support for smallholders engaged in product certification programs can increase uptake of agroforestry practices among smallholders by defraying startup costs. Programs should be flexible and responsive to local context, and may increase participation by allowing participants to select practices best suited for their land. Certification programs can be implemented in partnership with governments to improve coverage and provide additional resources to participants. Programs should be co-designed with local communities, recognizing and employing traditional knowledge and ensuring gender and social inclusion.

Opportunity for USAID: USAID could work to expand PES and certification and build national extension services and capacity. It could also support PPPs that benefit smallholders and household-level producers in supply chains for larger producers and/or export markets.

High-Potential Geographic Focus Areas: This intervention is particularly relevant to tropical and subtropical forest regions across the globe.

LEVERAGE POINT: REDUCE LIVESTOCK EMISSIONS WHILE INCREASING PRODUCTION EFFICIENCY

ILLUSTRATIVE INTERVENTION: DIVERSIFY FEED SOURCES FOR LIVESTOCK

Rationale: Feed quantity and quality are the main constraints on increasing livestock productivity. Without investments in this area, the livestock sector will not intensify and achieve sustainability targets. Even local ruminant livestock breeds can increase productivity twofold when fed adequate amounts of high-quality feeds. Feed production, as rangelands or grown feeds (including grains), is a major source of CO_2 emissions from the livestock sector. It also requires trade-offs with human food security as farmers in mixed crop/livestock systems determine which crops to grow.

Intervention: Options for improving feed production within environmental bounds require limited additional land use. They must stabilize dry season production and increase productivity in high-potential areas. Three promising options include:

- 1. Investing in greater feed production circularity. Mixed crop-livestock systems already use crop stover, and dual-purpose improved varieties of sorghum and millet have been shown to increase livestock productivity in these systems. This approach has been critical for parts of SSA and Asia, as crop residues already represent 40 to 50 percent of the biomass consumed in these systems. However, considering that other biomass streams can come from food waste, prioritizing ways to process food waste as feed is an important research area. Recent studies have shown that up to 40 percent of global livestock product consumption could be satisfied by incorporating food waste for poultry, pork, and ruminants.
- 2. Investing in alternative feed sources. A range of insects can be produced from food waste, and these are often high in protein and very digestible. Success in producing insects at scale for smallholders is an area that requires investment to ensure that feed value chains are created and reach all producers. Microbial fermentation from sewage is another option that could produce significant quantities of feed to replace grains for different livestock species. This strategy could lead to alternative development pathways of peri-urban areas and will provide solutions for the waste management and health sectors in LMIC metropolises, where waste management is an issue.
- 3. Investing in novel genetics programs for feed production. Low-emissions trajectories for livestock mandate that feed options are constantly reevaluated and new, innovative solutions are tested at scale. Algaes of different types, incorporating methanogenic genes into forages, and breeding grasses with higher oil content are options currently being tested. Bringing these options to LMICs will require open-source research.

Opportunity for USAID: Though scarce in the public or philanthropic sectors, R&D focused on feed remains the foremost priority for increasing livestock productivity. Amid the current focus on enhancing sustainability in livestock enterprises (such as the Methane Pledge and Koronivia initiative), USAID should assume a leadership role in exploring innovative approaches to animal rearing across varied systems. The Agency should invest in public and private partners and open-source research, and tap the strengths of its Innovation Labs to advance work in this area.

High-Potential Geographic Focus Areas: This intervention could be most effective in mixed crop—livestock production systems and peri-urban environments. Greater investment in advanced techniques may be needed to achieve effectiveness in commercial production.

LEVERAGE POINT: REDUCE FOOD LOSS AND WASTE

ILLUSTRATIVE INTERVENTION: INCREASED R&D INVESTMENTS IN FOOD LOSS AND WASTE REDUCTION

Rationale: Despite the adaptation and mitigation benefits associated with reducing food waste and post-harvest loss, there is a shortage of research on measurement approaches to losses and waste for crucial commodities such as fish, vegetables, root crops, cereals, and pulses throughout stages in the value chain and across regions. Effective action requires greater understanding of the impacts of climate change, such as increased temperature, on FLW for specific regions and products.

Intervention: Increased R&D investments are needed to establish a baseline understanding of the degrees and stages of food loss and waste. This information can project climate change impacts and inform policy goals. R&D is also needed to develop and pilot technologies to mitigate FLW in specific contexts and to evaluate their economic viability, social acceptance, and adoption potential. A better understanding of the socioeconomic, behavioral, and policy dimensions of FLW will incentivize the development of economically viable FLW mitigation technologies viable for uptake throughout the value chain. This will improve food availability and producer incomes and reduce agricultural emissions associated with FLW. Women are a significant part of the post-harvest handling and processing/packaging stages; for example, serving as 83 percent and 72 percent of actors respectively in West Africa. To ensure gender equality and empower women and underrepresented groups, it is essential to conduct research on the effects of post-harvest loss (PHL) reduction technologies with a gender-sensitive approach. Introducing technology in post-harvest handling can have positive impacts, such as reducing labor, energy, and time burdens on women. However, it's also important to consider that this may lead to potential challenges, such as lost income or employment opportunities for women who are heavily involved in the grading and sorting processes of post-harvest handling.

Opportunity for USAID: Feed the Future Innovation Labs need to proactively integrate future climate impacts into their FLW research efforts. Innovation Labs could conduct research to understand the impact of climate change on FLW across different temperature scenarios and contexts. USAID could also extend its Innovation Lab model by directly funding national research institutions in countries to enhance localized FLW mitigation research. Through its policy work, USAID could advocate for larger resource allocations for FLW reduction research in national budgets. It could also foster collaboration with the private sector to support its engagement in FLW mitigation through research and development; investments in supply chain management; quality control; and technological innovations, including those related to prolonged product shelf life.

High-Potential Geographic Focus Areas: Considering the direct impact of food loss on farmers, regions with high levels of food loss should be prioritized (sub-Saharan Africa estimated at 21.4 percent, SIDS at 17.3 percent, Eastern and South-Eastern Asia at 15.1 percent of a food loss index of 98.7 in 2016 and 101.2 in 2020³⁴⁹) as well as countries where agricultural investment is less than 0.5 percent of GDP, including many in sub-Saharan Africa.³⁵⁰

MITIGATION

The methodology for reaching the mitigation target focused on three components: non- CO_2 emissions, which are localizable to the farm level; energy emissions in the food system supply chain, including CO_2 ; and the need to avoid further net land conversion of carbon rich landscapes such as forests and peatlands due to agriculture.

To calculate the non-CO $_2$ emissions target, which reflects the principal emissions at the farm level, the authors drew from country-by-country data on projected 2030 emissions from a refereed study³⁵¹ and narrowed the emissions to those from countries in which USAID works. That study estimated an emissions reduction need of 1 GtCO $_2$ e/year by 2030. USAID partner countries make up 58 percent of total projected 2030 emissions, suggesting that USAID should aim to reduce non-CO $_2$ emissions across its portfolio by 0.58 GtCO $_2$ e/year by 2030, which for the purposes of target setting was rounded to 0.6 GtCO $_2$ e/year by 2030. This does not mean that every USAID country should contribute the same amount, either absolute or percentage, to this reduction. Some countries have much greater emissions, and much greater potential emissions reductions, than others.

To calculate the share of energy emissions in the food system that USAID should seek to reduce, this report drew from a refereed study which found that in non-Annex 1 countries, energy-related pre- and post-production $\rm CO_2$ emissions (off-farm) are 2.38 $\rm GtCO_2$ e/year. The same study found on-farm energy use in these countries resulted in emissions of 0.658 $\rm GtCO_2$ e/year. Taken together, these two figures show that there are 3.038 $\rm GtCO_2$ e/yr worth of food systems energy emissions (both on- and off-farm) associated with non-Annex 1 countries that are not directly related to the process of cultivation. Guided by expert judgment from the BIFAD subcommittee, the author team set a target of reducing these emissions by 20 percent by 2030, or 0.6 $\rm GtCO_2$ e/year.

The overall mitigation target is therefore to achieve, by 2030, reductions of (1) 0.6 GtCO₂e/year in agricultural non-CO₂ gasses and (2) 0.6 GtCO₂e/year in annual agrifood supply chain energy emissions, for a total of 1.2 GtCO₂e/year.

It is assumed that USAID will reach this target over a seven year time frame (2024 to 2030), as the Agency designs, procures, and implements new programming. The report therefore also estimates the cumulative emissions reductions accrued in the course of reaching the annual target during the ramp-up period. As such processes are shaped by many factors, ranging from budgets to political priorities, the analysis included scenarios ranging from a slow progression (wherein USAID would achieve approximately 10 percent of the annual goal in each of the first six years of the Strategy,

followed by an extremely rapid climb to the target in its final two years) to a more rapid procurement and implementation of projects (wherein USAID would achieve approximately 10 percent of the annual goal in each of the first four years, followed by a rapid climb to the target over the second half of the Strategy's performance period). Using these scenarios, the total cumulative emissions reductions between 2024 and 2030 range from 3.1 to 3.6 $\rm GtCO_2e$. In other words, a pathway to a 1.2 $\rm GtCO_2e$ annual reduction in emissions would add up to 3.1 to 3.6 $\rm GtCO_2e$ in total emissions reduced from 2024 to 2030. This is a significant portion of the Agency's overall target of 6 $\rm GtCO_2e$ mitigated.

ADAPTATION

Enable the improved climate resilience of at least 180 million people who depend on agriculture for their livelihoods, at least half of whom are women.

To determine the proportion of the USAID Climate Strategy adaptation target of 500 million people with improved resilience that should be allocated to the agrifood sector, we examined the percentage of individuals employed in agriculture within the countries where USAID operates.

The initial analysis encompassed 167 countries where USAID had completed disbursements between 2014 and 2022 across all sectors (based on data from https://results. usaid.gov/). After excluding high-income countries, the focus narrowed to 144 countries. Within this subset, the share of the population employed in agriculture was assessed using World Bank Open Data. Ten of the 144 countries lacked agricultural employment data. One hundred and thirty-four countries were thus included in the final analysis. For each country, the share of individuals employed in agriculture was then weighted by the total population according to World Bank Open Data. The population-weighted average proportion of people engaged in agriculture across 134 countries where USAID operates was 36 percent. The study team then applied this proportion to USAID's 500-million-person adaptation target, resulting in a figure of 180 million people whose climate resilience could be improved through agrifood sector interventions.

Illustrative Impact Target: Reduce the number of additional people pushed into extreme poverty because of climate impacts on agrifood systems by 50 million, at least half of whom are women

Because the causal pathway from climate change to food insecurity and dietary quality is complex, quantification of impact is challenging. Rozenberg & Hallegatte (2015)³⁵³ addressed the complexity behind quantifying the human impacts of climate change by building a broad scenario-based approach. Their approach was updated by Jafino et

al. (2020).354 Broadly speaking, both studies divided the future into two economic development scenarios. The first is an optimistic scenario where the world in 2030 is characterized by high or universal access to basic services, steeply declining inequality, and less than 3 percent of the world population experiencing extreme poverty. The second is a pessimistic scenario where improvements in access to basic services and inequality are limited, inequality remains high, and the rate of extreme poverty is near 15 percent. Recognizing that different Representative Concentration Pathways (RCPs) did not necessarily result in different temperatures by 2030, both studies characterized climate impacts in terms of two broad scenarios: one where the impacts of climate change are severe, and another where the impacts are more attenuated. Jafino et al. (2020)355 then constructed a two-by-two matrix and estimated the levels of additional extreme poverty under each scenario.

The critical point in these studies is that high impacts from climate change produce significant increases in the number of people living in extreme poverty relative to low impacts. Given the effects of the COVID-19 pandemic on health and economic outcomes and current trends in inequality and poverty, it is unlikely the prosperity scenario will be realized in 2030. Further, the impacts of climate change have long manifested at the high end of expected ranges as defined by the IPCC, suggesting that we are likely living in a high-impact scenario. Therefore, any target should be focused on a somewhat pessimistic scenario closer to the high-impact climate scenario.

Under scenarios that lean toward pessimistic/high impact, more than half of those pushed into extreme poverty are driven there by increased food prices and factors related to agricultural production, health, or dietary issues directly associated with malnutrition in all forms.

Taken together, the evidence suggests that, with effective development and adaptation efforts through 2030, USAID

could realize something close to the optimistic/low-impact scenario, as opposed to the pessimistic/high-impact (current) scenario. Roughly speaking, achieving this broad shift would result in 100 million fewer people being pushed into extreme poverty by 2030, with agricultural and food system efforts responsible for approximately 50 million fewer people in extreme poverty. The scenarios strongly suggest that rapid and inclusive development can produce very significant reductions in the number of people experiencing extreme poverty due to climate change impacts—as many as 63.8 million fewer.

FINANCE

The proposed target of \$36 billion in climate finance by 2030 takes the \$150 billion Climate Strategy goal as a starting point. It then assumes that the proportion of this target focused on food and agriculture should match the share of that sector's global need for finance relative to other sectors.

Drawing from FOLU (2019),³⁵⁷ UNEP (2022),³⁵⁸ and Thornton et al. (2023),³⁵⁹ CPI, in *The Landscape of Climate Finance for Agrifood Systems*, estimated an annual investment requirement of between \$212 billion and \$1.27 trillion to transform agrifood systems by 2030.³⁶⁰ In total, there is a projected need for at least \$5.2 trillion in annual climate finance across all sectors to get climate action on track for achieving the 1.5°C warming target.³⁶¹ Thus, taking the higher end requirement (\$1.27 trillion), the agrifood sector would account for approximately 24 percent of total climate financing needs. Applying that same proportion to the USAID total finance goal (\$150 billion) results in the \$36 billion target.

It is important to note that data and knowledge on climate finance needs are constantly evolving. Assessment of these needs should be viewed as a high-level snapshot of a dynamic situation—this 2030 target is meant to provide a helpful direction, not a rigid goal.

TABLE 8: ESTIMATED NUMBER OF PEOPLE PUSHED INTO EXTREME POVERTY BY CLIMATE CHANGE

	LOW-IMPACT SCENARIO	HIGH-IMPACT SCENARIO
Optimistic Scenario	+32.2 million	+67.7 million
Pessimistic Scenario	+42.0 million	+131.5 million

Appendix H: Transformative Change Conceptual Framework and Process Guidance

There are few, if any, incremental pathways to a food- and nutrition-secure future for many countries in which USAID works. Meeting USAID's agricultural development, food security, and climate goals will, in most settings, require the transformation of existing systems. The following guidance is intended to help project and program designers think through the identification of needed transformations, a prerequisite for designing effective interventions that might move people and places onto climate-resilient development pathways. It is structured around four broad areas of design decision-making:

- 1. Identifying the need for transformational change
- 2. Aligning needed transformations with local, national, and USAID development goals (e.g., CDCS, NDCs, and NAPs)
- 3. Ensuring that transformations have the scale and/or importance necessary to achieve country and USAID food security, agriculture, and climate goals
- 4. Using CRD thinking to ensure that transformations shift the system toward a desirable, climate-resilient pathway

IDENTIFY THE NEED FOR TRANSFORMATIONAL CHANGE

While building climate-resilient food and agricultural systems often requires transformational change, that need should be established at the outset of the design process. For example, project designers might identify key systems that shape food security outcomes (such as smallholder agriculture, transportation networks, or agricultural finance) and build plausible scenarios of their future functions under climate and other forms of change (i.e., economic transition, demographic growth, political stability).

Once the challenges faced by these key systems are established, designers should ask if it is possible to address them through incremental changes. In some parts of the world, climate change may not present deep challenges to existing systems for decades. As transformational change can create many costs and uncertainties, they should be weighed against incremental changes that might address the challenges effectively and with less uncertainty. Designers should consider the question of the need for transformation both in the present and over the next 20 to 30 years to ensure that any incremental solutions yield durable outcomes.

POLICY ALIGNMENT

Realizing that the transformations necessary to achieve adaptation, mitigation, and food security goals will require grounding in local, national, and USAID goals. Documents like the CDCS, which represent a collaborative understanding of national and USAID priorities, are valuable references for ensuring that the intended transformation is intended to help achieve goals shared by both the Agency and the country. Failure to align with either USAID or country goals can result in projects that will have limited buy-in and potentially very limited funding, making them unlikely to be effective. If the proposed transformational change does not align with both country and USAID goals, designers should reconsider the transformative need they have identified and restart the design process around another transformational opportunity.

SCALE/IMPORTANCE

Development and climate resources are limited, and their judicious use is critical to achieving USAID's climate and food security goals. It is therefore important to establish that the scale and/or importance of a proposed transformation will contribute substantially to achieving the shared goals of the country and USAID, while also being socially inclusive. Project theories of change should establish that a specific transformation will produce a change toward one or more adaptation, mitigation, or food security goals, either through impacts across large populations or areas or by targeting a key population or process that might leverage wider impact. If a proposed transformation does not do so, designers should reconsider the transformative need they have identified and restart the design process around another transformational opportunity.

APPLYING CLIMATE-RESILIENT DEVELOPMENT (CRD) THINKING TO SYSTEMS TRANSFORMATION

Transformations rarely come without costs or trade-offs. Designers should identify any trade-offs between the intended benefits of a transformation and other dimensions of CRD. For example, if a proposed transformation to an agricultural system is likely to yield a large mitigation benefit, designers should assess if that transformation results in lost adaptive capacity or creates path dependencies that might limit future development opportunities.

Climate-resilient development pathways are

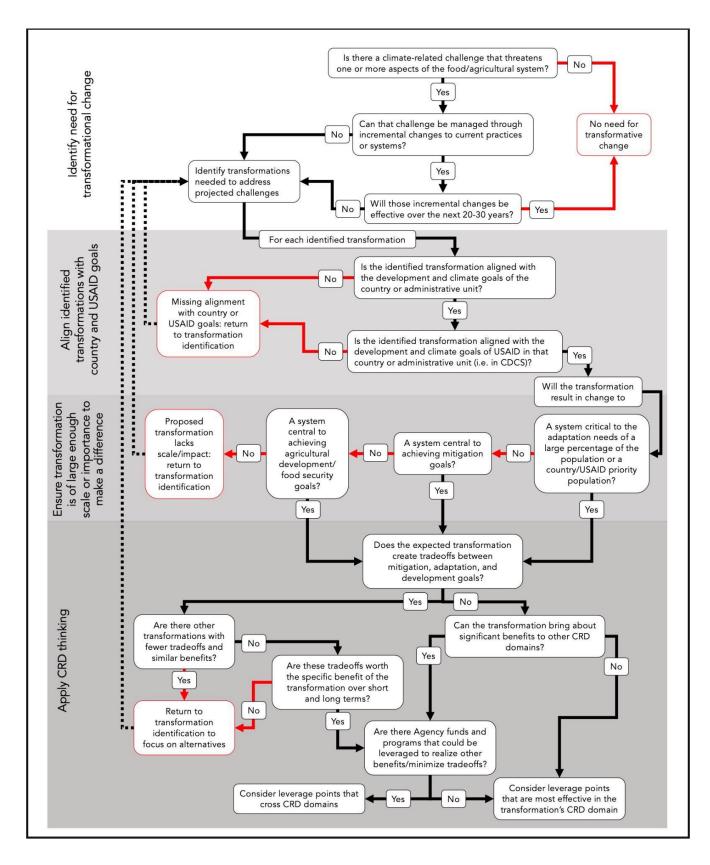
"development trajectories that successfully integrate mitigation, adaptation and sustainable development," with the aim of supporting "sustainable development for ensuring planetary health and human wellbeing." 363

In situations where trade-offs exist, project designers must weigh the benefits of the transformation against the costs to CRD overall. In some cases, trade-offs might be warranted, such as where the benefit is very large and the costs to other aspects of CRD are small or transitory. In such cases, this rationale should be a transparent part of project design and theory of change. Project designers should consider whether there are Agency resources that might help to minimize these trade-offs. For example, in the case of the agricultural transformation above, project designers might decide that the mitigation trade-off is very small relative to the adaptation benefit and therefore it is worth proceeding. However, they could look for adaptation resources, in terms of expertise and funding, to shape transformation such that trade-offs are minimized. Where trade-offs exist, they can be seen as opportunities to design integrated CRD projects. This is not to suggest that all transformations have to achieve adaptation, mitigation, and food security benefits. However, project design should minimize trade-offs and be ready to realize benefits across multiple dimensions of CRD should they arise.

In other cases, substantial trade-offs may weigh against implementation. These costs could appear immediately, or they might emerge over time, rendering the proposed transformation undesirable. In such cases, designers should consider seeking other transformational opportunities with fewer trade-offs.

There may be rare cases where there are no CRD trade-offs associated with a proposed transformation. In those situations, project designers should look for opportunities to generate co-benefits in other dimensions of CRD. If the agricultural transformation example had no trade-offs, designers might consider consulting with mitigation and food security expertise to look for resources to deliver one or more CRD co-benefits through implementation. This is another opportunity to build a project with integrated CRD goals. In situations where there are no opportunities for co-benefits, project designers should focus on leverage points that deliver the most effective transformations in the project domain.

FIGURE 4: PROCESS GUIDANCE TO IDENTIFY HIGH PRIORITY AGRICULTURE AND FOOD SYSTEMS TRANSFORMATIONS FOR CLIMATE RESILIENT DEVELOPMENT



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