



联合国
粮食及
农业组织

Food and Agriculture
Organization of the
United Nations

Organisation des Nations
Unies pour l'alimentation
et l'agriculture

Продовольственная и
сельскохозяйственная организация
Объединенных Наций

Organización de las
Naciones Unidas para la
Alimentación y la Agricultura

منظمة
الغذية والزراعة
للأمم المتحدة

E

PROGRAMME COMMITTEE

Hundred and Thirtieth Session

22-26 March 2021

Evaluation of FAO's support to climate action (SDG 13) and the implementation of the FAO Strategy on Climate Change (2017)

Queries on the substantive content of this document may be addressed to:

Mr Masahiro Igarashi

Director

Office of Evaluation

Tel: +39 06570 53903

Email: OED-Director@fao.org

Documents can be consulted at www.fao.org

EXECUTIVE SUMMARY

- The evaluation of FAO's contribution to Sustainable Development Goal 13 (SDG 13) is both a summative and a formative evaluation. It assesses the extent to which the Food and Agriculture Organization of the United Nations (FAO) adopted an effective, coherent and transformative approach to its work on climate action from 2015 to 2020, by contributing to the achievement of SDG 13 targets and the commitments of the Paris Agreement. It also identifies FAO interventions with more potential for transformational change. It assesses the relevance, effectiveness and emerging impacts of FAO's work on climate change across the Organization at country, regional and global level. It was conducted entirely during the COVID-19 pandemic.
- **Strategic Framework and narrative.** FAO's Strategic Framework and Medium Term Plan (2018–2021)¹ are aligned with SDG 13 and the Paris Agreement. However, FAO has not expressed a long-term vision on its leadership role in food and agriculture for climate action; nor does FAO governance yet reflect a clear and strategic focus on its mission on climate action. To offer a clear and ambitious vision and instil key messages on its priorities, positioning and programming, FAO should develop a corporate narrative on climate change, agriculture and food systems to become a global ambassador for climate action in food and agriculture. This should feature in the new FAO Strategic Framework 2022–2031, steer a new Climate Change Strategy and permeate FAO. It should be accompanied by a targeted communications strategy.
- **FAO Climate Change Strategy.** The 2017 Climate Change Strategy² has effectively supported FAO's work on nationally determined contributions (NDCs) and National Adaptation Plans (NAPs), but it is not fully integrated into corporate decision-making to support climate action at the global level and lacks alignment with the transformational features of the 2030 Agenda. The Climate Change Strategy should be better aligned with the 2030 Agenda, the Paris Agreement and the Sendai Framework for Disaster Risk Reduction (SFDRR).³ It should include a solid theory of change defining how FAO plans to achieve climate action targets by 2030 and address institutional strengthening, capacity development and resource mobilization. It should be operationalized through a five-year action plan that includes monitoring and reporting mechanisms for all FAO levels and units, and which takes into account the COVID-19 pandemic and the green recovery.
- **Contribution to SDG 13, the Paris Agreement and SFDRR.** FAO has made relevant contributions to SDG 13 targets, elements of the Paris Agreement, and SFDRR by supporting national capacity building for climate change adaptation and mitigation. FAO was key to the inclusion of agriculture in global climate change negotiations and instrumental in linking agriculture to NAPs and NDCs. FAO's work on avoided deforestation and low-emission approaches have contributed to emission reductions. FAO's knowledge products and monitoring tools are widely used for climate action by external stakeholders, but internally underutilized.
- **Monitoring and reporting.** FAO's contributions to SDG 13 and the uptake of products and tools are not systematically monitored and reported. There are no clear strategies or plans for systematic learning from experience on climate action or upscaling. The use of Organisation for Economic Co-operation Development (OECD) policy markers has improved monitoring and reporting, but inadequate governance and quality assurance has led to inappropriate tagging and inaccurate reporting on climate financing. FAO should improve and make mandatory the climate change labelling of its project portfolio, while ensuring compliance with the OECD

¹ FAO. 2019a. *The Director-General's Medium Term Plan 2018-21 (reviewed) and Programme of Work and Budget 2020-21*. C 2019/3. Forty-first Session of the Conference, 22–29 June 2019. Rome. (also available at: <http://www.fao.org/3/my734en/my734en.pdf>).

² FAO. 2017a. *FAO Strategy on Climate Change*. Rome. (also available at: <http://www.fao.org/3/a-i7175e.pdf>).

³ United Nations. 2015. *The Sendai Framework for Disaster Risk Reduction 2015-2030*. New York. (also available at: <https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030>).

climate change marker guidelines and SDG targets. It should revise climate budget reporting accordingly and provide necessary in-house training on climate change labelling.

- **Mainstreaming climate action.** FAO has not yet mainstreamed its work on climate action. There is little alignment of portfolios between divisions that work on climate action and no systematic approach to trade-offs. Consequently, the root causes of and solutions to the effects of climate change on agriculture are not being addressed in an integrated and coherent way. Direct assistance to stakeholders is effective at local level, however, needs to be articulated in policy processes and ideally incorporated into integrated, multi-country, longer-term programmatic approaches. Anchored in the corporate narrative and reflected in the new Climate Change Strategy, FAO should systematically mainstream climate action into all offices, divisions and levels, and include coordination and guidance to embed procedures in the project cycle, quality assurance and learning mechanisms.
- **Internal resources for climate action.** FAO has strong capacity when it comes to climate action, but the current business model results in the uneven distribution of human and financial resources and in fragmented, short-term projects with limited geographic and thematic reach. FAO lacks coherent planning and coordination to optimize resources at the decentralized level and at headquarters. The creation of the Office of Climate Change, Biodiversity and Environment (OCB) and the inclusion of climate risks in the project cycle are good first steps. FAO has done well in mobilizing public climate financing, but private sector financing and investments remain lacking. To improve its contribution to SDG 13, FAO should adopt a renewed strategic, long-term and climate-resilient climate action-focused programmatic approach. This should include an integrated assessment to identify capacity gaps, needs and opportunities and, accordingly, strengthen the capacity of headquarters and decentralized offices in terms of staffing, funding and inter-office communication and collaboration.
- **Partnerships.** Building on its technical knowledge, expertise and convening power, FAO contributed to large-scale, structural and sustained (transformational) change in climate adaptation and mitigation by collaborating with Members and other development partners. It has engaged less in innovative partnerships with the private sector, financing institutions and civil society. FAO still needs to make greater use of its comparative advantage by engaging more on cross-sectoral issues, synergies and trade-offs. Partnerships should be based on comparative strengths, rather than competition for themes, institutional prominence or funding.
- **Leaving no one behind.** FAO has made good progress on the inclusion of gender- and women-specific climate action initiatives, but transformative results are not clearly visible yet. FAO's inclusion of indigenous peoples and youth in climate action is insufficient. FAO needs to mainstream the core "leave no one behind" principle of the 2030 Agenda into its climate change work by including women, youth, the extreme poor and other vulnerable groups in transformative actions in agriculture and food systems. FAO should strengthen its Indigenous Peoples Unit, systematically link indigenous peoples and pastoralists to climate action work, and value innovative solutions that indigenous peoples bring to climate action, while reducing their risks and vulnerabilities.

GUIDANCE SOUGHT FROM THE PROGRAMME COMMITTEE

- The Programme Committee is invited to review the content of the document and provide guidance as deemed appropriate.

Contents

1. Introduction.....	5
1.1. Purpose, scope and objectives	5
1.2. Methodology	6
2. Main findings	7
Question 1. Is FAO making a relevant and effective contribution to globally agreed climate action targets?	7
Question 2. Is FAO fit for purpose to make a significant contribution to globally agreed climate action targets?	18
Question 3. Does FAO engage in partnerships that optimally leverage the effects of its work on climate action to ensure they generate impact?	24
3. Conclusions and recommendations	30
3.1. Conclusions	30
3.2. Recommendations.....	31
Matrix of Findings, Conclusions and Recommendations	37

1. Introduction

1.1. Purpose, scope and objectives

1. At its 127th session in November 2019,⁴ the Programme Committee of the Food and Agriculture Organization of the United Nations (FAO) endorsed the Indicative Rolling Work Plan of evaluations 2020-2022, which included an evaluation of FAO's contribution to Sustainable Development Goal 13 (SDG 13) on climate action⁵ and an assessment of the implementation of FAO's Strategy on Climate Change. Because of the strong links between SDG 13 targets and the United Nations Framework Convention on Climate Change (UNFCCC), the evaluation also includes FAO's contribution to the commitments of the Paris Agreement.⁶
2. The overall objective of this evaluation is to assess the extent to which FAO has adopted an effective, coherent and transformative approach to its work in support of SDG 13 and the Paris Agreement from 2015 to 2020. It assesses the relevance, effectiveness and emerging impacts of FAO's work on climate change, covering all delivery channels and partnerships. Its purpose is to assess the degree to which FAO's work has generated effective climate action to help meet the SDG 13 targets and commitments of the Paris Agreement, namely to:
 - assess the relevance and effectiveness of FAO's portfolio to support SDG 13 and its targets, taking into account the associated targets, tools and mechanisms of the Paris Agreement;
 - assess FAO's capacity, processes and programming to undertake transformational change that contributes to meeting the targets of SDG 13, the Paris Agreement and associated international commitments, including the principle of leaving no one behind;
 - assess the relevance and effectiveness of FAO's partnerships to enhance impact; building on its own competitive strengths and institutional niche;
 - recommend improvements to FAO's Climate Change Strategy, Action Plan and current results framework to optimally support SDG 13 and the Paris Agreement, based on an assessment of the effectiveness and (emerging) impact of FAO's Climate Change Strategy; and
 - serve as an institutional baseline for future assessments pertaining to SDG implementation, including mid-term reviews and final evaluations.
3. Three overarching evaluation questions stemmed from internal and external consultations:
 - Is FAO making a relevant and effective contribution to globally agreed climate action targets?
 - Is FAO fit for purpose to significantly contribute to globally agreed climate action targets?
 - Does FAO optimally engage partnerships that leverage the effect of its work on climate action towards impact generation?

⁴ FAO. 2019b. *Report of the 127th Session of the Programme Committee, Rome, 4–8 November 2019*. (also available at: <http://www.fao.org/3/na582en/na582en.pdf>).

⁵ Climate action comprises all deliberate actions that lead to climate change adaptation, mitigation and resilience.

⁶ United Nations. 2015. *Paris Agreement*. UNFCCC. Bonn, Germany. (also available at: https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf).

4. This evaluation covers the period from January 2015 to January 2020 and builds on the Evaluation of FAO's Contribution to Climate Change Adaptation and Mitigation (2010–2015).⁷ It spans FAO's efforts to support countries in setting and achieving their SDG 13 targets, building on FAO's Strategic Framework, programmes, roles and typologies. It also examines FAO's efforts to support the achievement of targets related to other SDGs, but directly linked to SDG 13.

1.2. Methodology

5. The evaluation process comprised three main components: (i) setting the stage (inception); (ii) performance assessment (summative), and (iii) structure, strategies and partnerships for transformative change (formative). The evaluation team used techniques including portfolio analysis, quantitative content analysis, participatory stakeholder workshops and desk reviews, and interviewed 488 FAO and non-FAO stakeholders.
6. Quantitative content analysis. A total of just over 500 project documents and evaluation reports of FAO projects that were related directly or indirectly (through other SDGs) to SDG 13 targets were processed and analysed with the support of quantitative content tools (MAXQDA) to scope particular themes and results.
7. Key FAO products and services were sampled to assess their contribution to SDG 13: climate change in fisheries and aquaculture; forest carbon-related programmes and projects; climate-smart agriculture (CSA); mitigation of climate change in agriculture (MICCA)/monitoring and assessment of greenhouse gas (GHG) emissions and mitigation potential in agriculture; climate-smart livestock management; disaster risk reduction and/or management (DRR/M); land restoration and prevention of desertification; projects and programmes related to National Adaptation Plans (NAPs) and nationally determined contributions (NDCs), food systems, mobilizing climate financing, and gender and climate change. Case studies were conducted by in-country or regional consultants in Bangladesh, Ecuador, Fiji, Haiti, Honduras, Jordan, Kenya, Nepal, Senegal, Turkey, Uganda, Uruguay and Viet Nam.
8. Surveys targeted three groups: FAO personnel (172 respondents), key external stakeholders (66 respondents) and indigenous peoples (77 respondents). The external survey targeted development partners, agencies and organizations from different sectors to explore their perceptions of FAO's main contributions to climate action, most effective delivery models, main challenges and gaps. The survey of indigenous peoples was shared with global group leaders.
9. Due to the COVID-19 pandemic, stakeholder interviews and consultations took place remotely. Restrictions on travel and movement limited the evaluation team's capacity to make field visits. All information was labelled, linked to the deliverables and evaluation questions and triangulated, as necessary.

⁷ FAO. 2015a. *Evaluation of FAO's Contribution to Climate Change Adaptation and Mitigation*. p. 2. Rome. (also available at: <http://www.fao.org/3/a-bd903e.pdf>).

2. Main findings

Question 1. Is FAO making a relevant and effective contribution to globally agreed climate action targets?

Finding 1. FAO has contributed to DRR/M on agreed climate action targets in many countries, in line with SDG 13 targets, the Paris Agreement and the Sendai Framework for Disaster Risk Reduction (SFDRR). It has supported the formulation of national and regional policies that have been translated into national DRR plans. To foster the coherence and mutual reinforcement of United Nations resilience building efforts, and to ensure the implementation of a risk-informed and integrated approach to the SDGs, FAO has coordinated and reported its contribution under the umbrella of the United Nations Plan of Action on Disaster Risk Reduction for Resilience (SDG Target 13.1, resilience to disasters).

10. FAO sees SDG 13, the Paris Agreement and the SFDRR as the nexus of sustainable development, DRR/M and climate change adaptation (CCA),⁸ creating an opportunity for integrated action and greater coherence and consistency between DRR/M and CCA planning and implementation.⁹ In line with its Climate Change Strategy, FAO's work on DRR/M is anchored in: (i) mainstreaming DRR into agricultural development planning, (ii) strengthening Early Warning Early Action (EWEA) capacities and disaster impact monitoring in agriculture,¹⁰ and (iii) promoting coherence between DRR and CCA processes. As climate-related hazards become more frequent and severe, FAO has prioritized DRR as an entry point to CCA for resilience.¹¹ FAO's work contributes to SDG Targets 13.1 and 13.2, and to other risk-related SDG Targets (SDG 2.4, 1.5.2 and 1.5.3). Its work on DRR and CCA also contributes to the Paris Agreement, specifically, Articles 7.1¹² and 8.1,¹³ and to Targets B, C, E and G of the SFDRR.¹⁴
11. FAO has helped to create capacity to mainstream DRR and EWEA, to promote coherence between CCA and DRR, and for DRR/M performance monitoring in over 40 countries. From 2018 to 2019, a target-beating 43 countries and 3 regional institutions had formulated strategies and plans for DRR and crisis management, while 41 received FAO support to adopt standards, guidelines and practices for emergency preparedness. FAO also provided timely and gender-responsive emergency assistance in 38 countries and regions affected by crisis.¹⁵

⁸ Climate change "adaptation refers to the process of adjusting ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts" (as defined by the IPCC Working Group II in *Climate Change 2001: Impacts, Adaptation, and Vulnerability* (2001). p. 877 (also available at: <https://archive.ipcc.ch/ipccreports/tar/wg2/index.php?idp=642>).

⁹ FAO. 2019c. Governance challenges for disaster risk reduction and climate change adaptation convergence in agriculture: Guidance for analysis. Rome. (also available at: <http://www.fao.org/documents/card/en/c/ca5389en/>).

¹⁰ For the purposes of this document, 'agriculture' refers to crops, livestock, fisheries, aquaculture and forestry.

¹¹ FAO. 2019d. *Strategic Work of FAO to Increase the Resilience of Livelihoods*. Rome. (also available at: <http://www.fao.org/3/a-i6463e.pdf>).

¹² Enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response.

¹³ Averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events, and the role of sustainable development in reducing the risk of loss and damage.

¹⁴ Target B: Reduce the number of affected people globally; Target C: Reduce direct economic loss in relation to GDP; Target E: Number of countries with national and local DRR strategies; Target G: Availability of early warning systems and DRR information.

¹⁵ FAO. 2020a. *Programme Implementation Report 2018-2019*. C 2021/8. Rome. (also available at: <http://www.fao.org/3/nc390en/nc390en.pdf>).

12. These figures and corresponding impact studies¹⁶ show how FAO's EWEA support protects the lives and livelihoods of the most vulnerable. FAO is the lead agency responsible for the monitoring of SFDRR¹⁷ indicator C-2 and contributing agency to SDG indicator 1.5.2.¹⁸ Signalling the high quality of FAO's tools and services, 42 countries have used FAO's methodology for monitoring loss and damage caused by disasters on agriculture under SFDRR indicator C-2. FAO is co-chair of the Capacity for Disaster Reduction Initiative (CADRI) partnership¹⁹ with the United Nations Development Programme (UNDP). It contributed to the CADRI processes in nine countries and territories, as well as the global level consolidation of data for monitoring and trend analysis.

Finding 2. FAO has provided tools, databases, guidance and learning materials to enhance national capacity to design, implement and report actions in line with global climate agreements. FAO's knowledge products include state-of-the-art assessments on adaptation, mitigation and related statistics. FAO knowledge products have been used in UNFCCC negotiation processes, the Intergovernmental Panel on Climate Change (IPCC) and policy dialogue. In several countries, FAO's products have influenced the policy framework on agriculture, food, fisheries and aquaculture, encouraging the inclusion of sustainability criteria (Target 13.2.1, adaptation capacity, plans, strategies).

13. FAO has developed a series of normative products that support countries' capacity to plan, implement, monitor and report on climate action, targeting both climate mitigation and adaptation. Since 2015, a nature-based solutions approach²⁰ to climate change has featured in all FAO sectors. Tools developed by FAO are internationally recognized and endorsed by diverse organizations including the World Bank's Forest Carbon Partnership Facility (FCPF), BioCarbon Fund, UNFCCC and Green Climate Fund (GCF).
14. The free and open-source Open Foris software toolset, its System for Earth Observation Data Access, Processing and Analysis for Land Monitoring (SEPAL), and its Collect and Collect Earth tools are major achievements that contribute directly to SDG 13 and the Paris Agreement. SEPAL has more than 4 300 registered users in 160 countries with easy-to-use, cloud-based access to satellite data and supercomputing power. Seventy percent of REDD+ submissions to UNFCCC use Open Foris tools or platforms. Collect and Collect Earth are also widely used.
15. The Integrating Agriculture in National Adaptation Plans (NAP-Ag) programme produced knowledge products to build an evidence base, enable systematic learning on the

¹⁶ FAO carried out EWEA impact studies in the Horn of Africa in 2018, Colombia in 2019 and the Philippines in 2020.

¹⁷ United Nations Office for Disaster Risk Reduction (UNDRR). 2015. *The Sendai Framework for Disaster Risk Reduction 2015-2030*. Geneva, Switzerland. (also available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf).

¹⁸ Direct agricultural loss attributed to disasters in relation to global gross domestic product (GDP).

¹⁹ CADRI is a global partnership composed of 20 organizations working to achieve the SDGs by providing countries with capacity-development services to help them reduce climate- and disaster-related risk.

²⁰ Even though the term "nature-based solutions" is not present in FAO's Climate Change Strategy or the Strategic Framework and Medium Term Plan, the State of Food and Agriculture Report 2020 explains how the activities to tackle complex challenges, including climate change adaptation and mitigation, in particularly the Forestry and Land and Water Divisions, but also in crops agriculture, livestock, fisheries and aquaculture, should be considered as nature-based solutions.

effectiveness of adaptation options and update climate information. In fisheries and aquaculture, FAO produced normative guidance to address key drivers of climate change.²¹

Finding 3. At national level, FAO supports countries in developing climate action in agriculture and mainstreaming climate actions into sectoral plans through a project approach. This includes piloting and analysing technical options for sustainable agriculture and managing landscapes, forestry and fisheries through targeted projects and investments with considerable local impact, but in most cases these have not yet been mainstreamed nationally (Target 13.2.1, adaptation capacity, plans, strategies).

16. Based on a portfolio analysis for this evaluation, FAO manages a total of 419 projects (January 2015–January 2020) that exclusively target climate change or have climate change as a co-benefit. More than half of these are Global Environment Facility (GEF) or GCF funded. Due to national and donor interest, they have a strong field focus, supporting local stakeholders by promoting best practices.
17. FAO has boosted resilience through projects to promote CSA by crop producers, providing climate information services and facilitating market access. It has bolstered livestock-sector resilience through the Global Livestock Environmental Assessment Model (GLEAM), among other actions.²² It has implemented sustainable forest management and monitoring, soil and water conservation techniques, adaptation practices, projects to reduce the vulnerability of fisheries and aquaculture-dependent communities, and reduce disaster risks.
18. Field-based projects should feed into national and policy elements to support policy development and normative work. While in some initiatives lessons and knowledge products have been included in national agricultural policies, NDCs and NAPs, previous evaluations and this evaluation's case studies found that many projects rated "effective", lacked political sustainability (i.e. adoption at national level and scaling). GEF projects were an exception and usually took an approach that strengthened the policy-enabling environment. Also, GCF projects have significant potential for national uptake and upscale, although it is too early to assess results.

Finding 4. The United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD/REDD+) is a successful example of FAO's contribution towards achieving SDG 13. Its programmes aim to reduce global emissions by enabling the use of FAO-led measurement, reporting and verification methodologies; mobilizing large-scale, results-based payments; connecting global ambitions to national commitments; implementing actions to cut agriculture, forestry and other land-use (AFOLU) emissions; and mainstreaming climate change into normative forest products (Targets 13.2.1 and 13.2.2).

19. FAO, together with its UN-REDD partners, UNDP and the United Nations Environment Programme (UNEP), have supported 34 countries in advancing their national REDD+ strategies and action plans. Beyond UN-REDD, more than 80 countries across the Global South have received FAO support in their REDD+ readiness and implementation phases. The work has focused on monitoring, reporting and verification, forest reference emission levels and national forest management systems, but also contributed to national REDD strategy,

²¹ Barange, M., Bahri, T., Beveridge, M.C.M., Cochrane, K.L., Funge-Smith, S. & Poulain, F., eds. 2018. *Impacts of climate change on fisheries and aquaculture: synthesis of current knowledge, adaptation and mitigation options*. FAO Fisheries and Aquaculture Technical Paper No. 627. Rome, FAO. 628 pp.

²² FAO. 2019e. *Five practical actions towards low-carbon livestock*. Rome. (also available at: <http://www.fao.org/3/ca7089en/ca7089en.pdf>).

action plan and investment plan formulation, and to improving forest governance, in particular land tenure.

20. Several interviewees highlighted the relevance of FAO's support in forest monitoring at country level. Almost half of all external survey respondents (45 percent) believed that FAO's forest carbon-related programmes ranked among the most important initiatives in the climate action sphere.

Finding 5. FAO has aided greenhouse gas emission reductions by preventing deforestation and forest degradation and promoting low-emission approaches in agriculture and livestock. Beyond REDD+, however, evidence of the impacts is often lacking. GHG emissions and stock monitoring and reporting have been successful in the forestry sector and are being developed in the agriculture sector. To monitor and report on emission reductions, FAO has developed a series of methodologies and tools focusing on methane, nitrous oxide and carbon dioxide (Target 13.2.2 on emissions).

21. FAO is making an important contribution to reducing emissions through its work on avoided deforestation and forest degradation. FAO's REDD+ role has been particularly effective in carbon monitoring. The UN-REDD programme supports measuring, reporting and verification (MRV), National Forestry Monitoring Systems and Forest Reference (Emission) Level (FRL) development, and capacity building in 64 countries to measure and report emission reductions from avoided deforestation, with approximately 70 percent of that support directly from FAO.
22. FAO is engaged in emerging work on emissions reduction and monitoring in the agriculture and livestock sectors. The MICCA programme targets emission reductions in agriculture by promoting CSA, the development of tools for the measurement and reporting of GHG emissions from agriculture, and capacity-building in 21 countries in Asia, Africa and Latin America. It makes FAOSTAT statistical data available to countries and helps to interpret and develop it.²³ External survey respondents cited MICCA as an initiative leading to transformational change.
23. FAO was one of the first agencies to promote CSA, a concept that combines sustainable productivity, adaptation to climate change and emission reductions, and 60 percent of survey respondents named CSA in their top five initiatives in the climate action space. FAO developed the GLEAM tool to ensure the comprehensive and consistent analysis of GHG emissions from livestock production systems and supply chains.²⁴ GLEAM is used in developing a baseline scenario for identification and priority setting in the livestock sector in Nationally Appropriate Mitigation Actions (NAMAs). In fisheries and aquaculture, mitigation was not considered a priority. However, options for reducing fuel use and GHG emissions were considered and some exploratory work was undertaken, including opportunities to reduce fuel use and GHG emissions in capture fisheries.
24. FAO calculates that as of March 2019 FAO–GEF projects had removed 532 million tonnes of CO₂-eq from the atmosphere.²⁵ However, the emission impacts of FAO projects are not well known, as most FAO field projects do not set clear quantitative mitigation, emission reduction or carbon

²³ FAO. 2014. *Estimating Greenhouse Gas Emissions in Agriculture: A Manual to Address Data Requirements for Developing Countries*. Rome. (also available at: <http://www.fao.org/climatechange/41521-0373071b6020a176718f15891d3387559.pdf>).

²⁴ FAO. 2019f. *Five practical actions towards low-carbon livestock*. Rome. (also available at: <http://www.fao.org/3/ca7089en/ca7089en.pdf>).

²⁵ FAO. n.d. *FAO and the GEF: Partnering for Sustainable Agriculture and the Environment* [online]. Rome. <http://www.fao.org/gef/our-work/en/#c725727>

stock enhancement targets, and do not systematically monitor and report on carbon impacts, even when projects are mitigation-oriented.

Finding 6. FAO has successfully helped to mobilize public climate financing for nationally executed mitigation, adaptation and DRR activities. Public climate change funding initially stemmed largely from bilateral sources, but the GCF and GEF have dominated in recent years (Target 13.A on climate financing).

25. Mobilizing climate financing is a key target of SDG 13. FAO has contributed by developing projects on mitigation and adaptation. According to the FAO Climate Change Strategy Action Plan Results Framework 2018–2019, total finance mobilized with FAO’s support for climate change adaptation and mitigation (CCAM) in food and agriculture was USD 1.2 billion. This figure may be incomplete, due to the difficulty in categorizing projects based on their relationship to climate change.
26. Funds come mainly from development agencies, GCF and GEF. FAO became accredited as a GEF implementation agency in 2006, and GEF became an important partner from 2010, particularly on land degradation and biodiversity projects that did not have a climate change focus but had climate change co-benefits.²⁶ The GEF seventh replenishment programme (GEF-7) has greater links to climate change mitigation through its reporting requirements on emissions for every project.
27. As of July 2020, the total FAO–GEF portfolio was USD 1.09 billion, of which an estimated 29 percent was for climate change, mostly adaptation (21 percent). Once multi-focal-area financing is disaggregated, the climate change share increases to 30 percent. FAO has improved the efficiency of its resource mobilization from the GEF since the last replenishment. It accounts for 15.7 percent of all GEF-7 grants and is its third biggest agency after UNDP and the World Bank. FAO has also recently been accepted as an accredited agency for the Adaptation Fund (2020).²⁷
28. Since 2018, the GCF has become FAO’s top priority for climate financing. As of November 2020, 13 projects had been approved, with USD 437.1 million in GCF financing and USD 326.8 million in co-financing.²⁸ By November 2020, the GCF portfolio of approved projects was nearly USD 800 million, with over USD 1 billion in pipeline projects for the next funding cycle (FAO will be the lead agency on three of those, worth USD 122 million). FAO has an opportunity to influence GEF and GCF strategies and better position agriculture and its climate change-related needs.

Finding 7. FAO has made useful contributions to SDG 13, related SDGs and globally agreed climate action targets on mainstreaming gender issues. Its inclusion of other societal groups has been variable. It has contributed to SDG 13 and other goals through its work with indigenous peoples, pastoralists, migrants and youth. FAO’s work with the extreme poor tends to be interwoven with that of other societal groups, while there is no evidence of specific work with persons with disabilities. FAO focuses particularly on small island developing States (SIDS) and their specific challenges in supporting climate action (Target 13.B).

²⁶ GEF Focal Area BD2: mainstreaming biodiversity in productive landscapes.

²⁷ Adaptation Fund. 2020. *Food and Agriculture Organization of the United Nations (FAO)* [web page]. In: *Adaptation Fund* [online]. www.adaptation-fund.org/ie/food-and-agriculture-organization-of-the-united-nations-fao/

²⁸ Green Climate Fund. n.d. *Accredited Entities* [webpage]. In: *Green Climate Fund* [online]. <https://www.greenclimate.fund/ae/fao#projects>

29. FAO contributed to the area of gender under the UNFCCC Framework by supporting the 2019 adoption of the Enhanced Lima Work Programme on Gender and its Gender Action Plan.²⁹ It has helped to bring women's voices from the national to the global level at UNFCCC by training agricultural negotiators by developing gender-responsive NAPs,³⁰ but more still needs to be done.
30. A review of 64 FAO Office of Evaluation (OED) climate change-related evaluation reports showed that vulnerable groups are addressed in approximately 50 percent, with youth and indigenous people are mentioned in 40 percent. With some exceptions, e.g. in DRR/M work, concepts such as pro-poor development, social inclusion, social protection and the human rights/rights-based approach do not really feature. Only 6 percent of respondents to the internal survey judged FAO to be "very strong" in its capacity to include different societal groups and address their needs. Despite recent improvements of inclusion of different vulnerable societal groups, it was deemed one of FAO's three weakest areas.
31. Most FAO Subregional Offices have integrated vulnerability assessments into their DRR/M work, so that the gender and social inclusion of the most vulnerable groups are part of their interventions. Social protection is linked to their DRR/M and CCA strategies. The promising results,³¹ have yet to be mainstreamed and scaled-up. Community vulnerability assessments have also been integral to FAO's work on climate change in fisheries and aquaculture.
32. FAO has not focused on people living with disability in climate change interventions. However, FAO and its partners from the UN Climate Resilience Initiative A2R have started to develop a regional project for Asia, to be presented to the Adaptation Fund with a view to mainstreaming disability into climate action.
33. FAO is giving greater priority to youth globally. In October 2020, the Committee on Agriculture (COAG) endorsed the Rural Youth Action Plan, which presents opportunities for FAO to contribute to SDG 13 and related SDGs. FAO is also part of the Youth and United Nations Global Alliance to raise awareness and encourage youth to contribute to food security and climate change.
34. Among countries with specific vulnerability, FAO mainly focuses on SIDS, which make up about 7 percent of the mapped FAO-GEF climate change portfolio. It is supporting a number of SIDS in integrating agricultural hazards into national plans, establishing EWEA systems and reporting damages and loss to agriculture from disasters. Interviewed FAO staff working in SIDS highlighted the specific difficulties for FAO in these countries because of the small offices, long distances and low number of technical staff in country government agencies.

²⁹ FAO. 2020b. Submission by the Food and Agriculture Organization of the United Nations (FAO) to the United Nations Framework Convention on Climate Change (UNFCCC) in relation to lessons learned among parties that have integrated gender into national climate policies, plans, strategies and action, and on the actions that parties are taking to mainstream gender in any updates thereto (table 4, D6, Annex to 3/CP.25). Rome. (also available at: https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202003311245---FAO-Submission-Gender_3CP.25.pdf).

³⁰ NAP Global Network & UNFCCC. 2019. *Toolkit for a gender-responsive process to formulate and implement National Adaptation Plans (NAPs)*. International Institute for Sustainable Development. Winnipeg, Canada. (also available at: <http://napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/>).

³¹ FAO. 2018. *Horn of Africa Impact of Early Warning, Early Action. Protecting pastoralist livelihoods ahead of drought*. Rome. (also available at: <http://www.fao.org/3/ca0227en/CA0227EN.pdf>).

Finding 8. A significant share of FAO initiatives which are targeted to other SDGs have concrete, sometimes significant, CCAM co-benefits. However, climate change is not yet explicitly and strategically mainstreamed and many key climate change-related achievements remain unreported.

35. A significant share of FAO initiatives contributes indirectly to SDG 13 target indicators, though their main focus is on another SDG. Only 2 percent of FAO initiatives have SDG 13 as their main focus, while almost 33 percent contribute to SDG 13 through another SDG.³² For example, in agriculture, work on agroforestry and agroecology focuses on food security (SDG 2) and biodiversity (SDG 15) but also has SDG 13 targets as co-benefits.³³ FAO hosts the Secretariat of the International Plant Protection Convention (IPPC), which has climate change as a cross-cutting issue.
36. As there are no guidelines for mainstreaming climate change in FAO projects, the climate change co-benefits of other initiatives are generally unplanned and unreported. For instance, Action Against Desertification focused on SDG 15 (increase in vegetation cover), which is a potential emission reducer, but it does not explicitly address SDG 13 targets or indicators.

Finding 9. There are many synergies between climate action and other goals in FAO's portfolio of programmes and projects. While there are solid and crucial links between sectors both conceptually and operationally, there is only limited portfolio coherence between the Climate and Environment Division (CBC)/Office of Climate Change, Biodiversity and Environment (OCB) and other divisions. FAO's sector-focused approach has caused it to miss opportunities to enhance the inclusion of climate action in agriculture and hinders efforts to find systemic solutions to the root causes of negative climate change trends.

37. FAO's work on climate action is dotted around the Organization. While CBC/OCB has significant initiatives on climate change and hosts the FAO-GEF and FAO-GCF Coordination Units, much work has been done at decentralized level, as well as by the Land and Water Division and the forestry, fisheries, agriculture and consumer protection departments. Significant climate change-related work is also carried out by the Office of Emergencies and Resilience (OER), the Statistics Division (ESS) and the Investment Centre (CFI). However, this does not mean climate change is mainstreamed in terms of coordination and complementarity. The portfolio analysis conducted for this evaluation could not identify a direct or indirect link to climate change in around 50 percent of FAO's projects. There appears to be no guidance on integrating climate change or any requirement to assess carbon impacts in the project cycle.
38. At the divisional level, there are mainstreaming strategies. Since 2012, the FAO Investment Centre has had comprehensive guidelines³⁴ for incorporating climate change into agricultural investment programmes at project design. The Statistics Division manages all climate-related statistics, except for forestry, fisheries and aquaculture which, according to staff, is better coordinated. REDD+ is coordinated by the Forestry Division, which collaborates with the Land and Water Division and the FAO-GEF and FAO-GCF Coordination Units. Still, REDD+ remains largely a forestry initiative, despite the need to deal with cross-sectoral drivers of deforestation and the potential co-benefits.

³² Mainly SDGs 1, 2, 3, 6, 7, 12, 14 and 15.

³³ FAO. 2020c. *The potential of agroecology to build climate-resilient livelihoods and food systems – summary*. Rome. (also available at: <http://www.fao.org/publications/card/en/c/CB0486EN/>).

³⁴ FAO Investment Centre. 2012. *Incorporating climate change considerations into agricultural investment programs: A guidance document*. Rome. (also available at: <http://www.fao.org/3/i2778e/i2778e.pdf>).

39. Crop production-related climate action is scattered across FAO. CSA is a concept rather than a specific programme, so there are climate-smart agriculture activities done by CBC/OCB, the Animal Production and Health Division (NSA), and the Plant Production and Protection Division (NSP). Agroecology and agroforestry have many CCAM elements, as well as other ecological and social benefits, and can be considered as climate smart as CSA. However, patchy implementation and conceptual differences have led to missed opportunities for greater inclusion of climate action in agricultural activities.
40. The drivers and sources of GHG emissions and low-emissions development pathways receive surprisingly little attention. There is some evidence of a shift towards more integrated, multipurpose land-use and sectoral approaches that pay greater attention to climate change. Newer projects appear to focus more on addressing the underlying, cross-sectoral drivers of carbon emissions related to unsustainable land use than pre-2015 projects.

Finding 10. DRR/M and CCAM are fragmented at global level, which is reflected in the FAO portfolio. Still, initial cooperation on governance between the two lines of work has been promising.

41. DRR/M for climate resilience is an adaptation priority in all regions.³⁵ Eighty-four percent of countries refer to DRR/M in their NDCs,³⁶ but disaster risk governance is rarely addressed. Project work on DRR and resilience is not fully coordinated with other FAO divisions, particularly headquarters. The COVID-19 pandemic has shown the systemic nature of risks and the importance of a multi-hazard approach. FAO has missed opportunities to leverage expertise and knowledge products from the crops, livestock, fisheries and forestry sectors for long-term resilience to disasters.
42. Climate change and DRR/M are represented at office level, but OCB and OER do not yet have a clearly identified role. In 2019, OCB and OER jointly published guidelines to support policy practitioners and planners in exploring opportunities for and constraints on convergence from a governance perspective, in addition to integrating DRR/M and CCA action on agriculture.

Finding 11. FAO's work on food systems links different entry points to a more complex and articulated vision and actions in CCAM. References to climate change in FAO's work on food systems are conceptually evident, but not yet visible at operational level.

43. Only after the release of the IPCC Special Report on Climate Change and Land in 2019³⁷ did FAO embrace an integrated food systems approach. The State of Food and Agriculture Report 2019 presents a more holistic approach to food systems.³⁸ The new Food Systems and Food Safety Division is connecting with other offices and divisions and is fully involved in the preparation of the Food System Summit 2021. This is an area with great potential for FAO's positioning in the climate arena. Delving into some of the elements of food systems shows

³⁵ Crumpler, K., Gagliardi, G., Meybeck, A., Federici, S., Campos Aguirre, L., Bloise, M., Slivinska, V., Buto, O., Salvatore, M., Holmes, I., Wolf, J. & Bernoux, M. 2020. *Regional analysis of the nationally determined contributions in Latin America: Gaps and opportunities in the agriculture and land use sectors*. Environment and natural resources management working paper No. 81. Rome: FAO. (also available at: <https://doi.org/10.4060/ca8249en>).

³⁶ FAO. 2016. *The agriculture sectors in the Intended Nationally Determined Contributions: Analysis*. Environment and Natural Resources Management Working Paper No. 62. Rome. (also available at: <http://www.fao.org/3/a-i5687e.pdf>).

³⁷ Intergovernmental Panel on Climate Change (IPCC). 2019. *Climate Change and Land: an IPCC special report on climate change, desertification, land degradation, sustainable land management, food security, and greenhouse gas fluxes in terrestrial ecosystems*. Geneva, Switzerland. (also available at <https://www.ipcc.ch/srccl/download/>).

³⁸ FAO. 2020d. *The State of Food and Agriculture 2019: Moving Forward on Food Loss and Waste Reduction*. Rome. (also available at: <http://www.fao.org/3/ca6030en/ca6030en.pdf>).

that there is need to further integrate FAO's internal work and thinking, and underscores how climate change is insufficiently mainstreamed across food systems.

44. In 2011, FAO became a key player in the climate agenda in linking food loss and waste to agricultural emissions in global communications.³⁹ However, most initiatives still do not refer explicitly to the climate change dimension of food waste reduction and tend to focus on nutrition security aspects. The FAO/World Health Organization (WHO) definition of healthy diets in the context of diet-related NDCs follows on from the 2019 IPCC Special Report and the EAT-Lancet Commission report on healthy diets from sustainable food systems,⁴⁰ which found that the adoption of healthy diets through sustainable food systems could reduce GHG emissions from food systems and simultaneously improve health outcomes. However, this has not led to strategized nutritional education and consumer awareness actions on climate, land use and healthy diets through sustainable food systems.

Finding 12. There are trade-offs between economic priorities and long-term climate action agendas, between social and livelihood needs at community level and climate action, and between various intersectoral priorities, even within the area of climate action.

45. Trade-offs are inevitable when the aims and activities of FAO initiatives are not aligned with climate change objectives. The evaluation team identified a number of potential trade-offs between, but not limited to, SDG 13, SDG 2 and SDG 8 (economic development). Even within sectors, there can be both synergies and trade-offs. People's livelihood needs do not always align with broader climate/management needs, as the latter focus more on long-term actions with no immediate benefit. Overall, no strong evidence was found of FAO addressing such trade-offs in a systematic, analytical manner, although the Organization is increasingly interested in studying trade-offs from a food-system perspective. There is an obvious co-benefit between nature-based solutions and increasing carbon stocks and strengthening ecosystem and society resilience.

Finding 13. Climate risk safeguards are not being systematically applied across FAO's programming and operations and have tended to be limited to GEF and GCF projects. FAO is working to support practitioners by updating its Environmental and Social Management Guidelines (ESMG) to include climate risk screening, standards and practices.

46. To manage climate trade-offs and avail of synergies, project risk screening needs to have a climate dimension. Social and environmental safeguards need to be implemented throughout the project cycle, something lacking to date. Currently, most social and environmental safeguards in FAO initiatives are donor-driven. FAO's GEF and GCF units work closely with OCB to ensure climate risks are adequately addressed in their projects.
47. FAO is reviewing its ESGM and introducing a new Standard on Climate and Disaster Risk. The document sets out new mandatory elements to be integrated into FAO's project cycle. In 2020, FAO GEF produced a guidance note with the OCB Climate Risks Team to support FAO practitioners in climate risk screening and assessments over the FAO-GEF project cycle.⁴¹

³⁹ FAO. 2011. *Global food losses and food waste – Extent, causes and prevention*. Rome. (also available at: <http://www.fao.org/3/a-i2697e.pdf>).

⁴⁰ Willett, W., Rockström, J., Loken, B., Springmann, M., Lang, T., Vermeulen, S. et al. 2019. Food in the Anthropocene: the EAT-Lancet Commission on healthy diets from sustainable food systems. *The Lancet Commissions*, 393(10170): 447–492. (also available at: [https://www.thelancet.com/pdfs/journals/lancet/PIIS0140-6736\(18\)31788-4.pdf?utm_campaign=tleat19&utm_source=HubPage](https://www.thelancet.com/pdfs/journals/lancet/PIIS0140-6736(18)31788-4.pdf?utm_campaign=tleat19&utm_source=HubPage)).

⁴¹ FAO. 2020e. GEF Guidance Note: Climate Risk Screening and Assessments. Rome.

However, fisheries practices are not specified, and it also fails to include post-harvest emissions.

Finding 14. FAO has produced evidence-based policy support on the cost and benefits of DRR/M investment. The results vary by country context, level of engagement and ownership. Pathways for upscaling and resilience outcomes need to be developed.

48. FAO has supported the development of EWEA systems in about 39 countries facing hazards to their crop, livestock and fisheries sectors with varying results. For example, an impact study of EWEA intervention in La Guajira, Colombia,⁴² showed that drought was going to exacerbate a major food crisis for indigenous peoples, on top of a migrant crisis from neighbouring Venezuela. FAO's resilience index measurement and analysis (RIMA) tool showed that families benefiting from rapid recovery model for agricultural production have increased resilience and that the intervention had a high return on investment at household level.

Finding 15. FAO has few effective initiatives focusing on climate change and social inclusion. Some have mainstreamed gender into climate change projects, and women-specific initiatives have largely been successful. However, only a few initiatives have yielded transformative gender results, as most have addressed participation and inclusion and produced sex-disaggregated data without really addressing gender gaps.

49. The evaluation team's analysis of the FAO climate change portfolio shows that 57 percent of projects tagged as contributing to adaptation and/or mitigation were tagged with gender markers. About 50 percent of REDD+-related projects evaluated referred to gender mainstreaming, but only 30 percent cited gender analysis or assessment, and fewer than 1 percent mentioned gender budgeting.
50. Project-based gender and social inclusion has varied. Nonetheless, GEF project evaluations highlight a number of initiatives that have done a "highly satisfactory" job of engaging with marginalized communities, including the creation of income-generating opportunities. FAO has a number of programmes and projects that have been effective in mainstreaming gender into climate change projects.
51. Although there are some positive examples of women's empowerment, only 28 percent of respondents to the internal survey agreed with the suggestion that FAO's gender approach had helped to improve CCAM. In practice, FAO's gender mainstreaming focuses on participation and inclusion and producing sex-disaggregated data, without really addressing the gender gaps.

Finding 16. There are isolated examples of the inclusion of marginalized and vulnerable groups in FAO's work on climate change. It has a few national initiatives on climate change and indigenous peoples and pastoralists. There are vulnerability assessments underway in some countries to identify the extreme poor and ensure their inclusion, along with some work on migration and climate change with conflict refugees.

52. All UN-REDD projects in countries with indigenous peoples involve them as stakeholders in the readiness process. FAO has also boosted the capacity of indigenous technicians and traditional authorities in forest management. Livestock and drylands programmes focus on pastoralists. In agropastoral production systems, FAO has helped countries to integrate

⁴² FAO. 2019g. Colombia. *Impact of Early Warning Early Action. Boosting food security and social cohesion on the frontline of the migration crisis*. Rome. (also available at: www.fao.org/documents/card/en/c/CA6818EN/).

resilience measures by developing the Self-evaluation and Holistic Assessment of climate Resilience of farmers and Pastoralists (SHARP) tool.⁴³ Beyond REDD+, the limited number of climate change initiatives including indigenous peoples and limited capacity of the Indigenous Peoples Unit seem to mirror FAO's commitment to the issue. Only a very small number of FAO climate change projects target the extreme poor and the refugees.

Finding 17. FAO has contributed to major UNFCCC decisions, such as REDD+, the Koronivia Joint Work on Agriculture (KJWA) and the Enhanced Lima Work Programme on Gender. It has been instrumental in putting fisheries and aquaculture on the global climate agenda. This has transformative potential, aligning sectoral and global climate priorities, which should produce more strategic actions and mobilize related financing.

53. Lobbying and advocacy have enabled FAO to influence global negotiations linked to SDG 13. FAO was among the first UNFCCC stakeholders to advocate for and help in preparations for the Paris Agreement, which saw the inclusion of agriculture. Since then, it has dedicated numerous high-ranking staff to UNFCCC delegations and been actively involved in preparations and country support.
54. FAO has given agriculture a prominent role in the climate change agenda. It was partly responsible for the Koronivia decision to recognize the role of agriculture in tackling climate change, playing a key role in the Subsidiary Body for Scientific and Technical Advice and the Subsidiary Body for Implementation. FAO knowledge products are used in UNFCCC negotiations and policy dialogue.
55. FAO's work has put fisheries and aquaculture on the global climate change agenda. It is an active partner of the global ocean community in UNFCCC. Its advocacy efforts in the area of fisheries include, among others, its input and proposal to the UNFCCC Standing Committee on Finance for the Forum on Finance for Nature-based Solutions with a focus on aquatic food production systems.⁴⁴
56. FAO's REDD+ role is mainly to provide UNFCCC with global forest resource assessment (FRA) data and estimates of GHG emissions from the AFOLU sectors, which are widely used in international fora. FRA data are also used to support the work of the IPCC, including its assessment reports and the Rio Conventions (the Convention on Biological Diversity, CBD; and the United Nations Convention to Combat Desertification, UNCCD).

⁴³ FAO. *Self-evaluation and Holistic Assessment of climate Resilience of farmers and Pastoralists (SHARP)*. [online]. Rome. <http://www.fao.org/in-action/sharp/background/en/>

⁴⁴ FAO. 2020f. Submission by the Food and Agriculture Organization of the United Nations (FAO) to the United Nations Framework Convention on Climate Change (UNFCCC) in relation to inputs for the Standing Committee on Finance relating to the organization of its next Forum. Rome. (also available at: <https://unfccc.int/sites/default/files/resource/FAO.pdf>).

Question 2. Is FAO fit for purpose to make a significant contribution to globally agreed climate action targets?

Finding 18. Climate change is a cross-cutting theme in FAO's Strategic Framework and its targets are aligned with SDG 13. However, FAO Strategic Framework guidance remains more advisory and aspirational than operational. The real impetus for FAO's work often comes from national governments, donors, statutory committees and international climate change-related conventions, processes and decisions, such as the Paris Agreement.

57. As a cross-cutting theme in the Strategic Framework, climate change should be considered in and across all FAO activities, programmes and policies. Climate change is also explicitly addressed in Strategic Objectives (SOs) 2 and 5. Initially, the Strategic Framework did not reflect climate change-specific elements, and the formulation of the Climate Change Strategy and Results Framework tried to address this.
58. The Medium Term Plan responded to Members' priorities, creating closer links to SDG targets. Of the 55 targets and indicators in FAO's Medium Term Plan, five refer to three SDG 13 targets, linking them to SO2, SO5 and SO6. Probably because FAO is not a custodian of any SDG 13 targets, apart from performance indicator 6.6A and outcome indicator 2.3.B, the evaluation team did not find any SDG-level reporting on SDG 13 throughout FAO. In 2019, for the first time, FAO reported achievements under its Climate Change Strategy Results Framework. Reporting was based on the Climate Change Strategy outcome targets and there was no direct link to the SDGs.
59. The FAO Strategy on Climate Change and SO structure provided an opportunity to realize cross-sectoral, integrated approaches. However, the matrix structure, which should have suited multidisciplinary approaches, did not percolate down to Subregional and Country Office levels, leading to the suboptimal dissemination of climate change guidance and a lack of coordination. Many staff develop initiatives based on donor priorities or Country Programming Frameworks (CPFs), with strategic guidance from statutory committees and conventions such as UNFCCC.

Finding 19. The new organizational structure and the establishment of OCB present an opportunity to put climate change on a par with the rest of FAO's work, in terms of technical divisions, operations and finance, to elevate it at global, regional and country level and to stimulate mainstreaming and coordination.

60. FAO's new organizational structure elevates the position of CBC to that of an office (OCB). The office structure aims to ensure new ways of working and coordinating between technical divisions and levels. This is providing a good opportunity to elevate climate change to cross-cutting level across the natural resources, socio-economic, partnerships and outreach streams. Importantly, OCB coordinates GEF, GCF and Adaptation Fund related work, so the major climate financing capacity rises in the FAO hierarchy. OCB could thus integrate all climate change work and divisional support, including the development and application of technical solutions as well as normative work and policy support. It is not yet clear how this communication or coordination will function in practice, or how coordination with other (related) offices will work, in particular OER.

Finding 20. FAO's Climate Change Strategy is aligned with SDG 13 and refers to the Paris Agreement and Rio Conventions. It links to the work of most technical divisions, as well as FAO's thematic priorities as they relate to the international agenda and the need for greater coordination. It is FAO's general framework for climate change work, planning and reporting and it is useful in communicating FAO's commitment to climate change.

61. FAO's 2017 Climate Change Strategy aims to enhance the institutional and technical capacities of Members, improve the integration of food security, agriculture, forestry and fisheries within the international climate agenda and enhance the internal coordination and delivery of FAO's work. Its plan of action includes work streams such as NDC implementation; integrating agriculture, food and climate aspects into national policy, increasing CSA support, facilitating climate financing for food and agriculture, organizing technical and policy exchanges, and building institutional CCAM capacity.
62. The Strategy sets out FAO's contributory role to UNFCCC, the Convention on Biological Diversity and the Convention to Combat Desertification, as well as FAO's work on climate action with donors, at international fora and with strategic partners. It has a strong focus on country support and the development of NDCs, policy integration and capacity improvements, including for financing.

Finding 21. The need to focus on women, youth and indigenous peoples is articulated in FAO's Climate Change Strategy. However, at corporate level, the principle of leaving no one behind is not clearly defined, understood or being implemented by all units.

63. Leaving no one behind is a key principle of FAO's 2017 Climate Change Strategy. "Prioritizing the most vulnerable groups and countries" is at the heart of the Strategy and is implemented in the context of the FAO Policy on Gender Equality⁴⁵ and FAO Policy on Indigenous and Tribal Peoples.⁴⁶ Other than women, the Strategy does not expand on vulnerable groups or individuals that tend to be left behind, such as youth, people living with disability, migrants and the extreme poor.
64. The Strategy "considers gender-specific vulnerabilities and needs, along with opportunities and capabilities regarding climate change".⁴⁷ The FAO Policy on Gender Equality (2013)⁴⁸ addresses climate change in two of its objectives, which focus on women, youth and local and marginalized communities in least developed countries and SIDS. There is also a focus on ensuring women's rights and access to natural resources, linking these to resilience. However, vulnerable groups are underrepresented in FAO's work on climate change.^{49, 50}

Finding 22. FAO's Climate Change Strategy is poorly aligned with the transformational dimension and interconnected and indivisible nature of the 2030 Agenda. It lacks a solid theory of change on FAO's climate-related work and does not address key areas of FAO's work on climate risks and food systems or make explicit reference to trade-offs. Its outcome indicators and targets are weak. The absence of a clear reference to transformational change in the context of the 2030 Agenda reduces the Strategy's utility, visibility and viability.

65. The Climate Change Strategy has no solid theory of change that aligns with the transformational dimension of the 2030 Agenda. While the Strategy was a good framework for FAO's work on the NDCs, NAPs, climate financing and all other "pure" climate change-

⁴⁵ FAO. 2020g. *FAO Policy on Equality (2020–2030)*. Rome. (also available at: <http://www.fao.org/3/cb1583en/cb1583en.pdf>).

⁴⁶ FAO. 2010. *FAO Policy on Indigenous and Tribal Peoples*. Rome. (also available at: http://www.fao.org/fileadmin/user_upload/newsroom/docs/FAO_policy.pdf).

⁴⁷ FAO. 2017b. *FAO Strategy on Climate Change*. Rome. (also available at: http://www.fao.org/3/a-i7175e.pdf_page_17).

⁴⁸ FAO. 2013. *FAO Policy on Gender Equality: Attaining Food Security Goals in Agriculture and Rural Development*. Rome. (also available at <http://www.fao.org/3/a-i3205e.pdf>).

⁴⁹ FAO. 2020h. *Evaluation of the FAO Strategy for Partnerships with the Private Sector*. Rome. (also available at <http://www.fao.org/evaluation/evaluationdigest/evaluation-detail/fr/c/1317307>).

⁵⁰ FAO. 2019i. *Evaluation of FAO's Work on Gender*. Rome. (also available at: <http://www.fao.org/3/ca3755en/ca3755en.pdf>).

related actions, it is not a good framework for the cross-fertilization of sectors or mainstreaming climate change into FAO's work, and does not harmonize with the interconnected and indivisible nature of the SDGs. The Strategy prioritizes the agriculture sectors in relation to climate change, rather than climate change itself. It doesn't tackle the interaction of climate with sectors such as employment, migration and trade. The Strategy fails to look at how climate change interacts with food, agriculture and other (directly or indirectly) related sectors. While agroecology and agroforestry are recognized as integrated and holistic approaches to climate change adaptation and mitigation, the Strategy actions do not refer to these.

66. The Climate Change Strategy Results Framework lacks quantitative indicators and impact statements linked to a theory of change. Outcomes and outputs are mostly activity-oriented rather than results- or impact-oriented. Climate change is not vertically or horizontally⁵¹ connected. It fails to mention areas clearly connected with climate change, such as climate risk, food systems and trade-offs. Also, Climate Change Strategy reporting is incomplete. This limited reach and detail reduces its visibility and utility.

Finding 23. The Climate Change Strategy lacks sufficient concrete guidance on most of FAO's climate change-related work. It is not well known internally and the work tends to be steered more by global processes, NDCs and regional and national priorities.

67. FAO's Climate Change Strategy was designed to set the course for SDG 13. However, most FAO staff interviewed for this evaluation said it does not guide their work and most did not know its details. This was not seen as an issue, however, thanks to other guidance associated with FAO-supported initiatives. At national level, most of the demand for FAO support is steered by other strategies. The Strategy lacks a systematic framework to ensure the mainstreaming of climate change into sectoral priorities and to monitor how (or whether) they are being achieved.

Finding 24. FAO has other strategies and plans that directly or indirectly target climate change. FAO actively addressed climate change in the United Nations Sustainable Development Cooperation Framework (UNSDCF) where it had a recognized role in the area. Some regional climate agendas and CPFs – particularly in countries with a large forestry sector or high vulnerability to climate change and disasters – have included climate action early on and dedicate significant resources to it. While these are not always aligned or coordinated, they guide FAO's climate action work.

68. At national and regional level, FAO has other strategic documents that guide its climate change work, including regional initiatives. Of the 148 countries with reframed CPFs, 81 cited climate change as a key priority, while 28 indirectly address adaptation and mitigation strategies to build resilience to climate change. In countries where FAO already has a clear recognized comparative advantage in climate action, FAO actively contributed to defining the climate change priorities under the UNSDCF.
69. All Regional Offices and their Members have regional initiatives specifically targeting climate change. On a sectoral basis, FAO's climate change work has a longer history and certain sectoral strategies have been in place for more than a decade. Interviewees cited forest carbon (UN-REDD), CSA/MICCA and FAO's Strategy for Fisheries, Aquaculture and Climate Change (2011–2016) as positive examples.

⁵¹ Coordination from global to country offices (vertical) and between thematic offices/units (horizontal).

Finding 25. Although climate action is gaining importance within FAO's governance structure, it is still an emerging corporate priority. There is a lack of clear focus on climate action, with suboptimal communication on the Strategic Objectives and limited internal coordination on the climate agenda. This also translates into gaps in its systemic approach to CCAM, as well as missed opportunities for outreach and promotion.

70. FAO Senior Management is alert to climate change priorities and communicates frequently on its impact, as well as climate change-related opportunities. However, FAO does not have a clear, climate change narrative, nor an effectively communicated position and strategy on CCAM. FAO personnel and external stakeholders find other United Nations agencies more visible in the climate change debate. FAO personnel noted that in internal communications, there tends to be a greater focus on fundraising for climate change projects than on the impact of FAO's climate change work, and that FAO's overall climate change communication is relatively poor.
71. Personnel noted that funding for most of FAO's climate change work, including impactful work with Members, came from extrabudgetary funds and was executed by consultants. They interpreted this as indicating a lack of clear strategy and priority by FAO Senior Management at all levels.
72. One reason for FAO's relatively low profile in the field of climate action, as well as its lack of a guiding strategy and limited mainstreaming, is the relatively recent inclusion of agriculture in the UNFCCC and, thus, within FAO. The Climate Change Strategy is just three years old, as was the CBC Division, and the narrative is only developing. While FAO has played a key role in the areas of climate change mitigation, adaptation and DRR/M for at least a decade, its profile could be better. Sluggishness of FAO's operating and decision-making systems are possible reasons, but recent decisions ahead of the new Strategic Framework suggest a more streamlined approach to climate action is imminent.

Finding 26. There is little coordination between FAO's operating structures on the vertical or horizontal mainstreaming of climate action. There is scant evidence of functioning institutional mechanisms, formal coordination or communication on climate change between OCB, divisions and decentralized offices, also in operating areas such as donor coordination, human resources and decision-making.

73. There are no clear, institutionally defined links between decentralized offices and headquarters when it comes to the Climate Change Strategy, leading to fragmented actions. While Regional Initiatives have links to climate change, most are not aligned with or do not have clear links to the Strategy. A lack of incentive to increase intersectoral work, administrative and budgetary limitations and the siloed work culture constrain more integrated cross-sectoral work and resource sharing.
74. FAO's Climate Change Strategy lacks a systematic framework to ensure the mainstreaming of climate change into sectoral priorities and to monitor whether and how these are being achieved. Coordination mechanisms, including the technical network on climate change, are helpful but informal and mostly ad hoc. The Technical Network on Climate Change holds regular meetings and online exchanges and is probably the only operational and truly horizontal mechanism on FAO internal regular climate change dialogue, however it is not a formal mechanism. Any good examples of integrated and coordinated work are often based on personal relationships or initiative. Integrated, cross-sectoral work was easier in decentralized offices when there was adequate human resource capacity.

Finding 27. The use of OECD policy markers has improved monitoring and reporting on FAO climate change projects, presenting an opportunity to mainstream climate change into the project cycle. However, the lack of quality assurance leads to inappropriate tagging and inaccurate reporting on climate financing.

75. FAO's introduction of OECD policy markers in July 2019 enabled the classification of projects associated with climate change. Ninety percent of FAO's projects have now been tagged retroactively. Currently, there is neither quality assurance nor peer review of climate change markers to ensure compliance with the criteria in the OECD climate markers handbook.⁵² OCB is developing a guidance note to improve climate change aspects of the project cycle and the Field Programme Management Information System (FPMIS), which will also include advice for project formulators and budget holders. The evaluation found that climate markers were not assigned correctly in six out of ten projects. Consequently, FAO's climate financing reporting based on the OECD markers is inaccurate.

Finding 28. FAO's work on climate action is highly valued for the competency of its staff, and the excellence of the tools and resources it can deploy at country level. In spite of this strength, its lack of human and financial capital is widely seen as the main constraint on the expansion and impact of its work.

76. External stakeholders interviewed for this evaluation commended FAO for its strong technical knowledge in many areas related to climate change. At the same time, external stakeholders were vocal in their criticism of FAO's growing use of consultants, due to variances in the quality of inputs, high management fees and ineffective use of capacity. FAO's dependence on short-term, external funding makes it difficult to hire permanent staff, leading to a lack of continuity, staff turnover, a lack of institutional memory and variable quality.
77. In spite of its strong capacity, both internal and external interviewees observed that FAO's insufficient funding and staff were a principal barrier to effective climate action. No overall funding or human resource needs assessment was found that would allow a comparison of the adequacy of financial and human resources against current and emerging needs.
78. GEF project evaluations have found financial resources to be largely sufficient and financial management to be in order. However, budget re-adjustments and low expenditure rates leading to no-cost extensions are common, so the pace of implementation is often slow. The uneven distribution of funds and staff has led to irregular deployment of climate change experts, so FAO Offices have not always been able to provide consistent quality support on priority matters.⁵³ Better-resourced Regional Offices have been able to attract more climate financing and create better proposals. This has left poorly staffed offices struggling to develop and execute large projects.

Finding 29. Some FAO climate-related programmes, have proven to be good delivery mechanisms, including regional initiatives on climate change. However, FAO's lack of a programmatic approach and its heavy reliance on implementation through individual donor grant-funded projects, including at regional level, hampers its ability to be more strategic and to tactically link medium-term achievements to long-term and transformative outcomes or impact.

⁵² OECD. 2011. *OECD-DAC Rio Markers for Climate Handbook*. (also available at: http://www.oecd.org/dac/environment-development/Revised%20climate%20marker%20handbook_FINAL.pdf).

⁵³ Based on staff observations. The evaluation team requested a formal count of climate change staff, but FAO could not provide one.

79. External evaluations suggest Country Office, Regional Office and headquarters-led projects that pilot and analyse technical options for sustainable agriculture, livestock, fisheries and forestry management at local level, including GEF and GCF projects, have proven to be effective. Policy support and normative work have also been implemented through individual projects. However, funding for such initiatives is substantially lower. FAO's project-based approach leads to inconsistent coordination and suboptimal utilization of specialized resources.⁵⁴ It reduces FAO's capacity to deliver transformative outcomes and challenges FAO's capacity to contribute to change at scale and to promote the replication of successful pilots. Projects' limited duration is generally not enough to effect changes in policy or plans with transformational potential. This was found to be a limitation, in particular in terms of GEF, DRR and forestry projects (except REDD+ work) and was also observed in the gender and vulnerable groups case study. Transformational change and paradigm shift are explicitly discussed in just a few project design documents, largely linked to capacity development, but there is far less on scaling and the creation of enabling conditions.
80. Given their inclusive formulation process and their scope, GCF proposals have more chances to develop into coherent programmes. However, the evaluation team found only initial progress towards a real programmatic approach even for GCF projects.
81. Difficulties in securing realistic co-financing and a tendency to overestimate budgets were among the constraints found to affect GEF interventions. Limited project duration also stymies capacity to assess post-project DRR/CCA outcomes. New partnerships could present opportunities to change FAO's project-based delivery model. However, FAO has still limited experience in partnering with institutions to scale up financing, such as international financial institutions (IFIs) or regional and national development banks.

Finding 30. FAO does not clearly communicate its message in the global climate change arena. It lacks a global communications strategy to raise awareness of issues such as food systems and climate, the impact of climate change on crops, livestock, fisheries, aquaculture and forestry or on key stakeholders, such as women, youth and indigenous people.

82. FAO communicates on its climate change work through global initiatives, including projects (such as NAP-Ag), partnerships, networks (NAP Global Network, the Global Agenda for Sustainable Livestock, the Global Livestock Initiative) and fora (such as the Global Forest Observations Initiative, its partnership with the World Meteorological Organization (WMO), KJWA and COPs through UNFCCC) and publications. The country case studies for this evaluation did not cite any clear examples of FAO communicating its vision to national partners on trade-offs, GHG emissions, the drivers of deforestation, and other sensitive climate change-related topics.
83. The FAO climate change home page⁵⁵ gives a broad overview of FAO's work, acknowledging GHG emissions from human activity and livestock as drivers of climate change, as well as the effects of climate change on the agriculture sectors. It does not clearly state FAO's mission

⁵⁴ Global Environment Facility (GEF). 2016. *Adding Value and Promoting Higher Impact through the GEF's Programmatic Approach*. Washington, DC. (also available at: https://www.thegef.org/sites/default/files/publications/Programmatic_Approach_3.pdf).

World Bank. 2017. *Multiphase Programmatic Approach*. Washington, DC. (also available at: <https://documents.worldbank.org/curated/en/203081501525641125/pdf/MPA-07192017.pdf>).

Serrador, P. & Turner, R. (2015). The relationship between project success and project efficiency. *Project Management Journal*, 46 (1), 30–39.

⁵⁵ FAO. n.d. *Climate Change* [online]. Webpage. Rome. <http://www.fao.org/climate-change/en/>

or goal on climate action.⁵⁶ The FAO website on SDGs⁵⁷ does not cite agriculture as a driver of climate change. FAO's communication on climate change, gender and youth happens mostly through publications and initiatives. There is no consistent communications effort on the importance of mainstreaming indigenous peoples, people with disability, migrants or the extreme poor in relation to climate action.

Question 3. Does FAO engage in partnerships that optimally leverage the effects of its work on climate action to ensure they generate impact?

Finding 31. FAO has a potentially unique comparative advantage to mainstream climate change in agriculture and across sectors. Its multisectoral technical capacity and its presence in the field could help to link complex, system-level work in agriculture (for example, in sustainable food systems and related value chains, or landscape/ecosystem restoration). However, it does not optimally capitalize on this advantage.

84. FAO's comparative advantage on climate action lies principally in its expertise in technical areas such as crop production and supply chains, fisheries and aquaculture, food safety, some areas of forestry, biodiversity, land and soil, livestock and nutrition. This was found to be a key asset in a number of climate-related initiatives and partnerships.
85. In partnerships, FAO has relevant technical capacity in fields relevant to climate action. For example, in the area of forest carbon, FAO has strong technical capacity on monitoring, reporting and verification, FRL methodology and remote sensing. In global networks and agreements on climate-agriculture-related areas, such as the Global Alliance on Climate-Smart Agriculture (GACSA) and IPPC (both hosted by FAO), partners look to FAO for technical expertise and convening power. Similarly, on food loss and waste, FAO's work complements that of UNEP and the United Nations Industrial Development Organization (UNIDO), with diversified technical capacities on environment, technology, energy and social protection.
86. FAO's field presence and government connections are unique assets for promptly identifying national priorities, building trust and presenting project proposals. This, combined with FAO's widespread presence and convening power has helped to mainstream climate change in agriculture. Examples are the NAP and NDC networks, which use FAO's convening power to support policy development. In the case of NAP-Ag a strong and coordinated partnership with UNDP succeeded in building and capitalizing on partners' sectoral presence, reach, scale and expertise, particularly with regard to NDC work and long-term relationships with ministries of environment. Aside from its NAP work, FAO has engaged with environment ministries through its NDC, GEF and GCF work. Ministries of environment are not traditional FAO partners and field offices need to make continued efforts to strengthen and secure connections and contacts.
87. The evaluation found that FAO does not make best use of its comparative strengths. Partners said they expect FAO to take its comparative advantage to the next level in terms of technical capacity and field presence, and want it to "connect the dots" between the agriculture sectors. While good sectoral work is being done on mitigation and adaptation, it is not sufficiently integrated to target the root of overarching socio-environmental problems.

⁵⁶ FAO. n.d. *FAO's support to countries facing climate change* [online]. Webpage. Rome. [Cited on 11 December 2020]. <http://www.fao.org/climate-change/our-work/what-we-do/en/>

⁵⁷ FAO. n.d. *SDG 13: Take urgent action to combat climate change and its impacts* [online]. Webpage. Rome. [Cited on 11 December 2020]. <http://www.fao.org/sustainable-development-goals/goals/goal-13/en/>

Finding 32. FAO draws legitimacy from its role as a neutral, factual and technical partner and has successfully influenced key government decisions. However, FAO is not meeting its full potential in terms of guiding, coordinating and informing crucial discussions on climate change and agriculture between government and non- state actors.

88. Thanks to its good relations with governments, FAO has managed to raise global and national awareness on certain factors, affecting climate change, such as for peatlands, but it failed to address others. FAO has been slow to address beef and soybean production as top causes of tropical deforestation, among others because of the complexity of measuring and monitoring non-CO₂ GHGs. FAO is now actively working on generating evidence on the cost-benefits of good practices to reduce GHG emissions in countries such as Uruguay, Argentina, Paraguay, Chile and Ecuador.⁵⁸
89. FAO's key climate-smart livestock contributions are valuable and necessary, but not sufficient. It has failed to investigate the linkages between industrial livestock production, diets and climate change or competing land use and deforestation. It has not amassed technical evidence or formulated adequate policy advice.
90. There is no evidence of FAO spearheading the uptake and discussion with national partners of sensitive issues, such as the dietary patterns of high-income countries, trade-offs between agricultural production and sustainability. Some interviewed donors have noted that while FAO's work is by and large related to climate change, it remains focused on the economic pillar of sustainable development, paying less attention to the environmental and social pillars.

Finding 33. FAO uses its convening power in agriculture to partner with multiple stakeholders on climate change. These include governments, fellow United Nations agencies, academic institutions and others from the global to the local levels. Still, there is little evidence of FAO involving civil-society organizations (CSOs), vulnerable groups or the private sector in long-term, strategic CCAM partnerships.

91. FAO's strong partnerships are evident in its many collaborations in the climate action arena. FAO staff cited the WFP, International Fund for Agricultural Development (IFAD), UNDP, UNEP and the World Bank as its most frequent collaborators. Its partnerships include NAP-Ag and SCALA (with UNDP), UN-REDD (with UNDP and UNEP), the Global Peatlands Initiative (with IFAD and UNEP) and the Collaborative Partnership on Forests (with UNDP, UNEP, the World Bank and several other organizations and networks). The Global Partnership for Climate, Fisheries and Aquaculture is an informal grouping consisting of 20 international organizations and sector bodies and is an integral part of FAO's strategy for fisheries, aquaculture and climate change (2011–2016). FAO has worked closely with UNFCCC on KJWA. It has signed collaborative memorandums of understanding with UNFCCC and UNDP on issues pertaining to food systems transformation (with a view to the Food Systems Summit in 2021), as well as sustainable agricultural management, natural resources, food security and climate change. The memorandum of understanding with UNFCCC has facilitated capacity-building and the sharing of technical expertise, while promoting access to knowledge for agricultural smallholders in developing countries. FAO also collaborates with the UNFCCC gender team, and this partnership has been effective in positioning FAO within UNFCCC, drawing on FAO's expertise in the area of gender, agriculture and climate

⁵⁸ FAO. 2019. TCP/RLA/3714. Ganadería baja en emisiones, una contribución al desarrollo sostenible del sector pecuario en los países de Suramérica.

change. Also, OER together with OCB have supported the Marrakesh Partnership for Global Climate Action⁵⁹ and the UN Climate Resilience Initiative A2R.⁶⁰

92. FAO's strong climate action-related global partnerships are generally limited to agriculture. FAO does not participate in platforms related to the green economy or private sector participation, such as the We Mean Business Coalition,⁶¹ the global resilience partnership,⁶² or the EAT Forum.⁶³ All of these platforms are integrated into the operations of other development partners, including UNEP, UNDP, UNIDO, UNFCCC, GEF, the United Nations Institute for Training and Research (UNITAR) and the United Nations Global Compact. Its partnerships with state agricultural organizations and farmers groups dominate. Its relationships with environment ministries have improved, largely thanks to GEF and GCF projects. With exceptions, FAO has not been as good at establishing partnerships with ministries other than agriculture. It is forming fewer partnerships with CSOs and even fewer with the private sector at national level. FAO is seen as less proactive than others in the climate action arena and usually acts at government request, diluting the effectiveness of its policy engagement.

Finding 34. FAO's potential to promote integrative programmes and projects to address climate concerns through its work with multilateral donors is hampered by the strong competition between United Nations agencies for climate financing, as well as FAO's slow pace and the smaller scale of its projects.

93. Most external partners and internal consultants (experts, who are not part of FAO permanent staff) interviewed for the evaluation mention the slow pace at which FAO operates. FAO's long decision-making processes slow the implementation of actual work. Government agencies find FAO sluggish, with complex procedures. There is a risk that other agencies will take the lead, credit or funding for climate change issues where FAO should be leading the charge.
94. A factor limiting FAO's partnerships with other United Nations agencies is competition for funding. All agencies must raise funds for most of their operations, so when a partnership is established, each agency will seek to collaborate, but also likely aim to secure the largest share of the funding. Specific donor policies can fuel this competition, though some bilateral donors allow joint implementation or cost sharing. GEF allows co-implementation but require one main implementing agency to take the lead. GCF guidance is insufficiently clear on new modalities, making the already complex formulation process even more challenging. In this sense, even though UNDP is a major FAO partner, it is also a major competitor (for example, for GEF and GCF funding for climate initiatives).
95. Competition can also be found within collaborative programmes. Although the UN-REDD partnership with UNDP and UNEP is working fairly well, there is competition and inadequate coordination at country level. Competition for funds has been noted by external

⁵⁹ UNFCCC. n.d. *Marrakesh Partnership for Global Climate Action* [web page]. <https://unfccc.int/climate-action/marrakech-partnership-for-global-climate-action>

⁶⁰ UN Climate Resilience Initiative A2R. *UN Climate Resilience Initiative A2R* [web page]. <http://www.a2rinitiative.org/>

⁶¹ We Mean Business Coalition. n.d. *We Mean Business Coalition* [online]. <https://www.wemeanbusinesscoalition.org/>

⁶² Global Resilience Partnership. *About us: partners* [web page]. In: *Global Resilience Partnership* [online]. <http://www.globalresiliencepartnership.org/aboutus/partners-3/>

⁶³ UN Partnership for Action on Green Economy (UN PAGE). n.d. *UN PAGE* [online]. <https://www.un-page.org/>

stakeholders, including government partners, which may hamper collaborative opportunities.

Finding 35. FAO collaborates well with national partners through the NDCs and the NAPs and effectively promotes and participates in international and global agendas and partnerships on climate action. These initiatives could sow transformational seeds.

96. FAO made NDC implementation support a priority under the framework of its Climate Change Strategy. A common framework was developed for analysing agriculture and land use in NDCs.⁶⁴ FAO produces useful materials and tools to support national partners' work on NDCs and NAPs. Most interviewees at global and national level consider FAO's work on NDCs to be among its most relevant. Sixty-five percent of respondents to the external survey said NAP- and NDC-related projects and programmes would lead to transformational change.

Finding 36. FAO has forged only a few strategic partnerships with international financial institutions and national development banks, the private sector, non-governmental organizations and CSOs. Most partnerships follow the usual fragmented approach, limiting FAO's capacity to expand, adapt, replicate and scale as an agent of transformational change.

97. FAO's partnerships tend to be fragmented and the Organization has a tendency to view partners solely in terms of service delivery. Its collaborations with CSOs are effective, but rarely go beyond project execution. FAO has few strategic partnerships with international financial institutions and national development banks and does not participate in the United Nations multi-agency Partnership for Green Economy or in the Farm to Market Alliance with the World Food Programme (WFP) and the private sector.
98. In interviews, partners and donors highlighted FAO's lack of partnerships with the financial sector as a major area for improvement. It observed that collaboration with international financial institutions and regional and other development banks could potentially enable FAO to access funds for food loss-mitigation projects and fisheries projects that provided adaptation and income-generating services. Some bilateral donors suggested closer working relationships with banks to increase resource mobilization.
99. It was frequently noted that FAO should link agriculture and forestry better at country level and use this advantage to leverage complementary technical support and financing to encompass sustainability in agriculture, agricultural commodity supply chains and energy use. FAO's piecemeal approach to projects raises transaction costs and weakens the impact of interventions. Its new resource mobilization strategies are an attempt to move towards a more programmatic approach.⁶⁵

Finding 37. Aside from some positive work with research institutions and the private sector on geospatial tools and data analysis and the inclusion of private companies in the livestock and food sectors, FAO's partnerships with the private sector are insufficient for climate impact. This is seen as a key opportunity for transformative change as well as a key limiting factor.

100. FAO has innovative partnerships in the area of climate action beyond the traditional partners. Partnerships on geospatial data and remote sensing show the Organization's capacity to maximize opportunities and build creatively on its strengths. Open Foris has been supported by the private sector, including by Google, the Norwegian Space Centre, the International Climate Initiative and SERVIR, a joint venture between the United States National Aeronautics

⁶⁴ FAO. 2020j. *A common framework for agriculture and land use in the Nationally Determined Contributions*. Rome (also available at: www.fao.org/3/cb1589en/cb1589en.pdf).

⁶⁵ FAO. 2019i. *Evaluation of FAO's Strategic Results Framework*. Rome. (also available at: <http://www.fao.org/3/ca6453en/ca6453en.pdf>).

and Space Administration and the United States Agency for International Development. FAO has also benefited greatly from partnerships with universities, research agencies and FAO Members.

101. Partnerships with research agencies, universities and private companies have been used to access and develop new technology for the public good and to give countries easier, better and cheaper access to up-to-date remote-sensing information. Open Foris is expanding beyond the forest sector with Earth Map, which is a free and open-source tool developed by the FAO–Google partnership to support countries, research institutes and farmers with internet access to monitor their land in an easy, integrated and multi-temporal manner. Such partnerships enable FAO to deliver benefits it could not deliver alone. Private sector partnerships on climate change are rare. Most such engagements have been one-time events, with limited strategic vision and few SDG links. This is a missed opportunity.

Finding 38. Many of FAO’s knowledge products, normative tools and guidelines are highly valued for their objective reporting, in-depth coverage and accessibility. FAO’s knowledge and best practices tools for GHG monitoring are popular at country level and widely used by development partners, including UNFCCC, to cross-check national data. Apart from within the FAO Investment Centre, however, there is still limited internal dissemination and regular use of these tools, which is a sign of FAO’s limited capitalization on its knowledge and resources. Also, despite being potentially transformative, FAO has made little attempt to assess the impacts of its climate change-related knowledge products on changing attitudes, practices and behaviour.

102. FAO has developed tools, methods and guidelines used by partners and across the United Nations. More than 70 percent of respondents to the external survey said they used FAO’s products and services in their work. In addition to livestock sector-specific monitoring tools, such as GLEAM and the Livestock Sector Investment and Policy Toolkit (LSIPT), FAO has strong in-house knowledge, capacity and tools highly relevant to climate action. For example, the Investment Centre regularly uses the Ex-Ante Carbon Balance Tool (EX-ACT) to formulate GCF proposals and in its work with international financial institutions. EX-ACT is also widely used by the World Bank and IFAD for integrating climate change into agricultural investments, as well as by GEF. Surprisingly, beyond GEF projects, FAO does not systematically use tools such as EX-ACT for its own interventions, and climate considerations have not been systematically integrated into the design of investment projects, probably because it is not a requirement of the project cycle. FAO pays little attention to carbon outcomes. Indeed, while FAO does not require a carbon impact analysis or the use of the EX-ACT, these are standard practices at other agencies. FAO’s failure to capitalize on its internal tools and expertise means there are no data on the carbon impacts of its project portfolio.
103. FAO provides guidance on integrating climate concerns, including risks and CSA in agricultural investments, such as through the CSA Sourcebook and the Investment Learning Platform, and has produced knowledge materials on CSA to identify needs at field level, strengthen the enabling capacity of stakeholders and reinforce CSA upscaling. However, the extent to which this guidance is systematically used in project design is unclear. Also, the guidance has not been integrated into project-cycle guidelines.

Finding 39. FAO has produced and disseminated a number of climate change knowledge products on gender and youth, conducting skills training and awareness-raising initiatives.

104. The evaluation found that FAO’s work on gender and climate change is supported by a number of knowledge products targeting internal and external project partners, including good practice briefs, training materials and methodological guides. FAO has also been

convening workshops on awareness-raising and skills-building in various areas related to gender and climate change, communicating on gender and climate change through videos and webinars, and encouraging countries to share knowledge, for example, through country case studies and good practices on mainstreaming gender in CCA planning.

105. Knowledge products and initiatives in the area of Youth and Climate Change are less systematic.

3. Conclusions and recommendations

3.1. Conclusions

Conclusion 1. FAO has made relevant contributions to the targets of SDG 13, elements of the Paris Agreement and the SFDRR by enhancing national capacities for adaptation and resilience to climate change and climate-related disasters, through knowledge products, tools, guidance and learning materials and by mobilizing climate finance for technical assistance projects.

Conclusion 2. FAO was key to the inclusion of agriculture and fisheries in global negotiations on climate change and instrumental in linking agriculture to NAPs and NDCs. It has supported Members in developing the analysis, methods and tools for mainstreaming agriculture and fisheries into climate change in the framework of the Paris Agreement and SDG 13.

Conclusion 3. FAO programmes and projects have made concrete contributions to emissions reductions through avoided deforestation. Emissions reduction through its other work (CSA, livestock, energy and fisheries) is promising, but not yet systematically monitored and reported.

Conclusion 4. While FAO has made good progress on including gender equity in climate actions, country level results are unclear. Women-specific initiatives have been relatively effective, but few have yielded transformative gender results. Inclusion of indigenous peoples and youth is lacking.

Conclusion 5. FAO has not yet mainstreamed its work on climate action and climate-related disasters into its programming and operations. While there are many synergies between CBC/OCB and other offices and divisions, there is little portfolio alignment and no systematic way of dealing with trade-offs. Consequently, the root causes and solutions to climate change impact on agriculture and its sectors, are not being addressed in an integrated and coherent way.

Conclusion 6. Interventions involving direct assistance to stakeholders are effective at local level, but need to be articulated in policy processes including, but not limited to, NDCs and NAPs and incorporated into integrated, multi-country, longer-term programmatic approaches. FAO's normative work shows significant and sustainable results in the area of climate action. FAO has done well to mobilize climate financing and learned fast from initial mistakes, ensuring the effective generation of projects and programmes with Members.

Conclusion 7. FAO's Strategic Framework and Medium Term Plan (2018–2021) are aligned with SDG 13 and the Paris Agreement and the SFDRR through their goal to make agriculture sectors more productive, sustainable and resilient and their inclusion of climate change as a cross-cutting theme. FAO's strategic focus on integration prompted it to create the OCB, which is a positive step towards delivering on its institutional commitment in the forthcoming Strategic Framework.

Conclusion 8. The Climate Change Strategy is not integrated into FAO's decision-making in a way that supports coordinated, cross-sectoral climate action globally. It does not align with the transformational features of the 2030 Agenda, so medium-term interventions lack clear links to long-term goals. FAO has not set out a long-term vision of its leadership role in food and agriculture for climate action. In contrast, FAO has many sectoral strategies, regional plans and CPFs that are effectively guiding FAO's specific work on climate action in various, often uncoordinated, directions.

Conclusion 9. Institutional governance, such as vertical and horizontal coordination, coherence of all sectors in the food-system, inclusion of stakeholders and the climate and disaster risk management and safeguards, does not reflect a clear focus on FAO's mission on climate action. Elements such as a dedicated office with oversight, internal working groups and inclusion of climate risks in the project cycle are only recently being addressed.

Conclusion 10. FAO has strong human capacity in the area of climate action at the global, regional and national level and has greatly increased its ability to mobilize financing and climate initiatives. However, both staff and Members consider human and financial resources to be limiting FAO's capacity to be proactive, especially at the decentralized level. There is a lack of coherent planning and coordination to optimize climate action-related resources.

Conclusion 11. FAO collaborates effectively on climate action with its main development partners, building on its strong technical knowledge and expertise and convening power in agriculture, fisheries, forestry and food systems. Other agencies and government partners value FAO's contributions, but they also believe it needs to capitalize more on its comparative advantage by engaging more on cross-sectoral issues, synergies and trade-offs. High costs, slow procedures and competition for funding have limited FAO's capacity to avail fully of the partnerships it initiated.

Conclusion 12. Through its contribution to promoting resilience and emissions reduction via NDCs, NAPs, NAMAs, UN-REDD and the SFDRR, FAO has leveraged climate action in an effort to bring about large-scale, structural and sustained change (transformational change). Most of this contribution has stemmed from collaborations with Members and other development partners and less so from innovative partnerships with the private sector, financing institutions and civil society.

Conclusion 13. FAO's knowledge products and monitoring tools are widely used for climate action beyond FAO's direct sphere of operation. FAO does not have a clear strategy to monitor the uptake of its tools or to engage in systematic learning from its experiences on climate action, and there is currently no plan in place to scale up its actions.

3.2. Recommendations

Vision and mission (corporate narrative)

Recommendation 1. To offer a clear and ambitious vision to internal and external audiences on its priorities and institutional position and programming, FAO should develop a corporate narrative on climate change and agriculture and food systems. This should be fully reflected in the new FAO Strategic Framework (2022–2031), guide the revised Climate Change Strategy (see Recommendation 2) and cascaded into programmes, structures, partnerships and processes across all levels, from global to local. The corporate narrative should:

- be FAO's vision (desired state) and mission (FAO's commitments to achieving that vision) and global policy concerning climate action;
- give SDG 13 the same importance as the other SDGs FAO is prioritizing, as doing otherwise would undermine FAO's contributions to SDG 1, SDG 2 and SDG 10;
- acknowledge and respond to the urgency of the unfolding climate crisis;
- inspire and direct FAO's work and partnerships by explaining why and how the Organization targets climate change across its strategic goals, priority programmes, international, regional and national policy dialogues, technical sectoral work and assistance to Members;
- describe how FAO will target the scaling of climate action and contribute to SDG 13, UNFCCC, the Paris Agreement and the SFDRR throughout its agricultural and food systems work (including crops, livestock, forestry, fisheries and aquaculture, and food value chains);
- contribute to the creation of an FAO climate change culture.

Strategy and plan of action

Recommendation 2 (operationalized through Recommendations 3, 4, 5, 9, 10, 11 and 12). To improve its contribution to SDG 13, FAO should formulate a new Climate Change Strategy. This

should build on the positive achievements of and lessons learned from the 2017 FAO Climate Change Strategy and be geared to delivering SDG 13 and other related agriculture sector targets, but be more closely aligned with the 2030 Agenda and its transformational features. The new Strategy must be fully embedded in the new FAO Strategic Framework and its objectives and targets. It should include a theory of change defining how FAO plans to achieve climate action targets by 2030.

To put the Strategy into practice, FAO should develop a five-year Action Plan, with harmonized objectives, targets, indicators, timing, responsibilities, risks, monitoring and reporting. FAO institutional strengthening, capacity development and resource mobilization (Recommendations 9, 10 and 11) are prerequisites to its success. The entire process of creating the new Strategy and Action Plan should be led by OCB and be highly inclusive, involving all relevant FAO divisions and offices at headquarters and the decentralized level.

The new Climate Change Strategy should:

- define pathways for achieving and linking medium- and long-term results; monitor and evaluate corporate achievements; identify and monitor underlying assumptions for adaptive management; assess and manage trade-offs and synergies and anticipate systemic risks;
- include indicators and targets that are harmonized with those of the new FAO Strategic Framework and the 2030 Agenda and aligned with the Paris Agreement milestones and the SFDRR Monitoring Framework, avoiding fragmentation of monitoring and reporting;
- consider multisector external stakeholders to be key partners for its implementation (see Recommendation 10 on partnerships);
- promote climate action that is multisectoral, risk-informed, anticipative, adaptive and transformative, by explaining how to address climate risks (including extreme and slow-onset events) using CCAM as a basis for programming, and how to identify and manage trade-offs and synergies from work related to other SDGs;
- link climate, both strategically and operationally, to other areas of FAO's work including, but not limited to, those areas falling under OCB's direct responsibility, namely, biodiversity, environment and energy;
- carry out a needs assessment to operationalize and develop a resource mobilization plan, including a core budget and external climate financing, leading to realistic financing plans through diversified partnership agreements.

Mainstreaming

Recommendation 3. Anchored in the FAO narrative on climate change and reflected in its new Climate Change Strategy, climate action (related to both mitigation and adaptation activities, considering impacts of climate extremes and slow-onset events) should be systematically mainstreamed into all of FAO's offices' thematic divisions and levels (headquarters, regional, subregional and country offices). Mainstreaming should include coordination between and guidance to all offices and levels to embed procedures in the project cycle, quality assurance and learning mechanisms. Mainstreaming should be achieved by:

- including positive climate outcomes for every type of intervention, be it climate change mitigation or adaptation (for example, the potential to maximize emission reductions wherever relevant, the reduction of risk and vulnerability of communities and ecosystems, and synergies between SDGs resulting in co-benefits), to promote cross-sectoral analysis of the drivers of and solutions to climate change;

- ensuring climate change and related actions are systematically addressed within the programme/project cycle, including multiple and systemic risk and vulnerability analysis and management, and environmental and social safeguards in design, implementation, monitoring and reporting;
- including climate change, in coordination with FAO Members, in CPF objectives and targets and whenever relevant in the UNSDCF;
- including an assessment of climate change achievements, risks and trade-offs in all evaluation practice.

Measurement, monitoring and reporting

Recommendation 4. FAO should improve the way it quantifies and reports its positive contributions to SDG 13. To plan, track and report on the GHG impact of FAO's programmes, operations and facilities, and as part of its Action Plan, FAO should:

- ensure the monitoring of GHG emissions through target setting and measurement; including for programmes and projects with likely impacts on GHG emissions and carbon sinks;
- ensure, promote and strengthen the dissemination and use of in-house tools for GHG tracking and measurement wherever relevant;
- where relevant, conduct indicator setting and monitoring of climate change adaptation as a contribution to increased resilience of FAO priority target groups;
- monitor outcome-level achievements and progress on impacts contributed through FAO's country level support on NDCs, NAPs and the SFDRR;
- geo-reference projects on land-use, forestry, fisheries and aquaculture (wherever relevant) to ensure the tracking and monitoring of results, as well as the use of geo-coded data for assessments, the triangulation of datasets and impact evaluations.

Recommendation 5. To strengthen the monitoring and reporting of its climate change work and achievements and provide more accurate reporting on climate financing, FAO should improve and make mandatory climate change labelling of its project portfolio. It should undertake quality control on current and future labelling to ensure compliance with the OECD climate change marker guidelines and introduce SDG markers to improve reporting on SDG targets. FAO should also make sure that adequate training and guidance are provided as part of project-cycle training. As the monitoring of climate action achievements, including climate financing, is directly linked to the climate change markers, climate budget reporting should be revised accordingly. OCB should provide governance and coordinate the overall process.

Sustainable food systems

Recommendation 6. To effectively contribute to climate action in an integrated and holistic way, FAO should adopt a coherent, sustainable and inclusive, low-emissions and climate-resilient food systems approach and promote it at global, regional and national level. Climate-induced risks, benefits and trade-offs should be explicit in food systems assessments, including the design of interventions aiming to transition food systems to more sustainable and equitable patterns. To ensure that climate change is addressed through tailored operational solutions, links need to be explicit and connected at all food system entry points, from land and water via production and value chains to consumption and waste, including directly associated aspects such as energy efficiency and use of renewable energy. Interventions should be synergic with FAO's global and national work on climate change, such as with the UNFCCC and Paris Agreement policies and processes, including KJWA, FAO's support for NDCs and the SDGs, and the SFDRR regional and national DRR/M plans to be updated by 2020.

The COVID-19 pandemic and the green recovery promoted by the United Nations system should help FAO promote action to transition and transform the agriculture and food systems affected by the socio-economic impact of the crisis. The United Nations Food Systems Summit in 2021 presents another golden opportunity for FAO to position itself as the global leader in supporting countries in their shift to more sustainable food production and consumption patterns in a changing climate.

Leave no one behind

Recommendation 7. To ensure the meaningful engagement of all population groups in striving for better and more inclusive climate action, FAO should mainstream the “leave no one behind” core principle of the 2030 Agenda into all its climate change-related work. Guidelines on the inclusion of women and youth, the extreme poor and other vulnerable, marginalized and discriminated groups, such as indigenous peoples and persons with disabilities, should be clearly defined in climate change-related initiatives. These guidelines should guide empowerment and transformative actions in the broader agriculture and food systems.

- Based on gender-gap assessments, FAO should integrate gender into its climate action work, recognizing the specific talents, capacities, roles and vulnerabilities of women and men, to address the challenges associated with women’s access to and control over resources, benefits and decision-making and to target specific gender-transformative outcomes in all climate change programmes, including but not limited to the inclusion and participation of women. FAO should monitor on-the-ground implementation of projects tagged with climate and gender markers to ensure the expected results are achieved at all levels.
- FAO needs to develop corporative guidelines to institutionalize youth inclusion and participation in all climate change-related programmes. Specific challenges, needs and opportunities for youth need to be identified and addressed to make climate action-related interventions more inclusive and effective,
- Inclusion and support for migrants and displaced people, the extreme poor and other vulnerable, marginalized and discriminated groups need to be systematic in climate-related interventions, particularly those on adaptation to multiple climate risks. Inclusion should be based on an understanding of specific capacities, vulnerabilities, risks and opportunities.

Indigenous peoples

Recommendation 8. FAO should systematically link indigenous peoples and pastoralists to its work on climate action, ensuring this is mainstreamed into key technical units and at decentralized level. It should value innovative solutions that indigenous peoples’ traditional knowledge, territorial management and food systems can bring to climate action in all relevant countries. To maximize effectiveness, FAO should build a better knowledge base on individual and collective tenure and access rights. Its work with indigenous peoples leverages off FAO’s work at global level, such as the Global Hub on Indigenous Food Systems endorsed by the Committee on Agriculture, and it should strengthen its links with the UNFCCC platform on indigenous people. To achieve this target, FAO should strengthen its Indigenous Peoples Unit.

Programmatic approach

Recommendation 9. To move away from fragmented, short-term projects by individual divisions with limited geographic and thematic reach, FAO should strategize, plan and invest in a renewed climate action-focused programmatic approach that is strategic, long-term and integrated, with the potential for inclusive, low emissions and climate-resilient, large-scale sustainable impacts on livelihoods, landscapes, food systems and societies in line with SDG 13.

- As FAO's business model is based on individual projects (on climate action, mostly funded by GEF and GCF), these will need to be incorporated into and coordinated by a programmatic framework that aligns its climate action priorities with other FAO projects. The Organization needs to assert its ownership of activities that are important factors in transformational change (for example, policy development, key normative products and international lobbying) and these need to evolve into more sustainable interventions, possibly funded at their core with regular programme funding and implemented by permanent staff, rather than mostly through extrabudgetary funding and consultants.
- Similarly, at country level, FAO should manage climate action projects through a country programme portfolio approach, sourcing funding from different projects to enable greater impact and alignment with countries' SDG implementation strategies, CPF, NDC, NAP and the SFDRR priorities. Whenever relevant, this should feed into the UN development system repositioning process and the UNSDCF.
- FAO should reduce and strategize its use of local level pilot projects and capitalize on its normative and knowledge products, good practices and institutional experience at sufficient scale to effect transformational change in the most vulnerable countries and regions

Partnerships

Recommendation 10. FAO alone cannot manage all of the challenges and aspects of integrated, complex climate action areas, such as food systems or integrated land and seascape management. Therefore, it should increase its efforts to develop and deepen partnerships with multisector stakeholders, based on the different parties' comparative strengths, rather than compete for themes, institutional prominence or funding.

To move beyond the routine approach to climate action, FAO should enhance and diversify its partnerships and seek out strategic and innovative partnerships with the private sector (from local agribusinesses to international corporations), producer and consumer organizations, public and private financial institutions, CSOs, academia and think-tanks. Such partnerships should aim to transform food systems and unlock financing for climate-friendly practices in food and natural resource management, including renewable energy efficiency and the replacement of fossil fuels with renewable energy. This will require lighter and more adaptive internal procedures, as recommended by the evaluation of FAO's contribution to SDG 2 (2020)⁶⁶ and the evaluation of the FAO Strategy for Partnerships with the Private Sector (2019).⁶⁷

Institutional structure – creating capacity

Recommendation 11. To ensure effective and efficient delivery of FAO's work on climate action, FAO should execute an integrated capacity needs assessment to identify possible capacity gaps, needs, and opportunities and accordingly adjust staffing, funding and inter-office communication and collaboration at both the headquarters and the decentralized offices.

Capacity development and the strengthening of human resources should be differential among all organizational levels. Corporate funding and human resources policies and decisions must follow the capacity needs assessment to deliver the new Climate Change Strategy and Action Plan.

⁶⁶ FAO. 2020. Evaluation of FAO's contribution to Sustainable Development Goal 2 - "End hunger, achieve food security and improved nutrition and promote sustainable agriculture". Thematic Evaluation Series, 11/2020. Rome. (also available at: <http://www.fao.org/3/cb1774en/cb1774en.pdf>).

⁶⁷ FAO. 2019. Evaluation of the FAO Strategy for Partnerships with the Private Sector. Thematic Evaluation Series, 10/2019. Rome. (also available at: <http://www.fao.org/3/ca6678en/CA6678EN.pdf>).

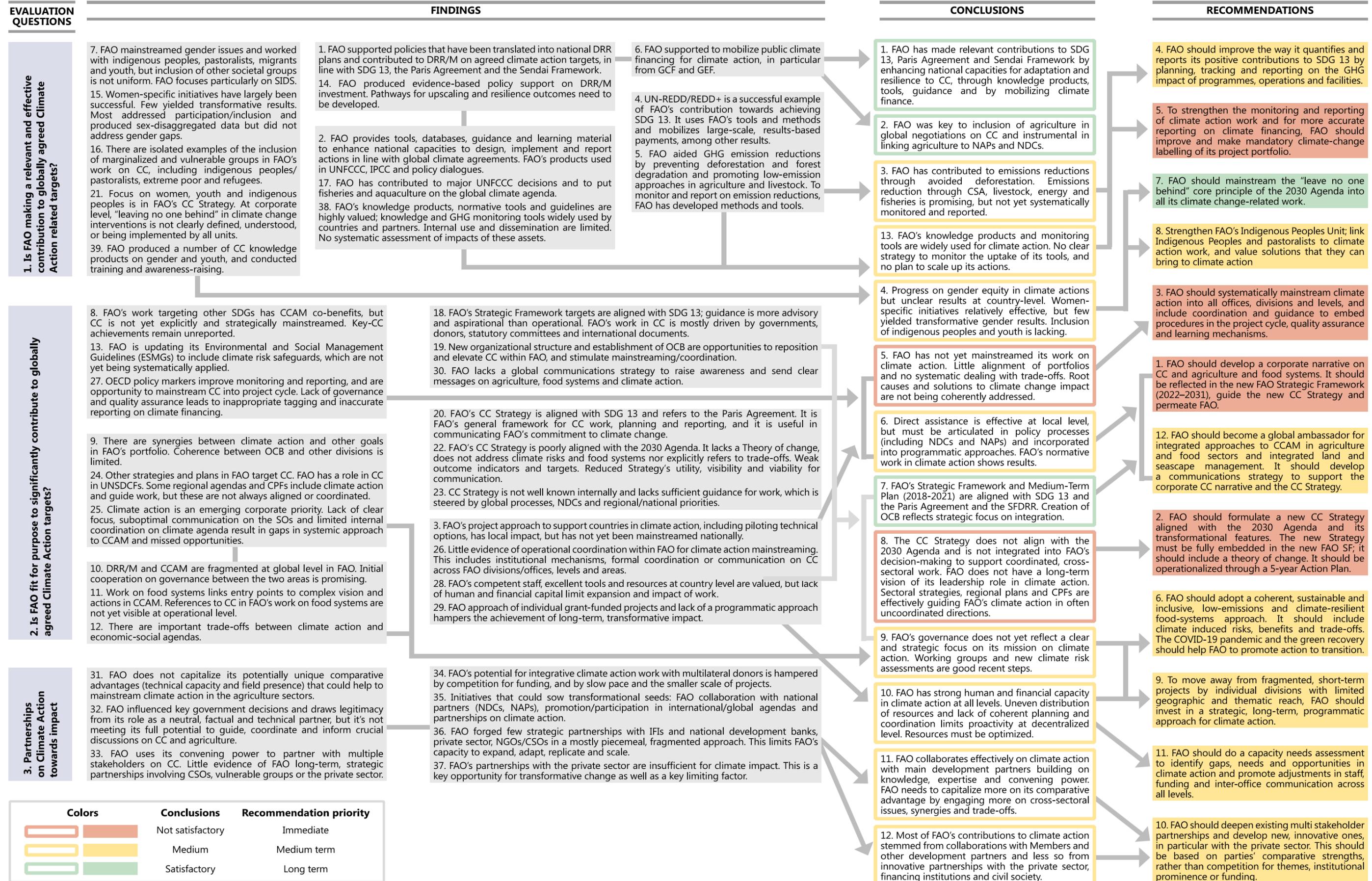
Building on the experience of the Technical Network on Climate Change and the NDC Coordination Group, as well as pre-COP coordination processes, FAO should establish formal communication networks on climate action and linkages with its key programmes (see Recommendation 9) between related staff at headquarters and in decentralized offices. There needs to be a more robust knowledge management system to capitalize on FAO's knowledge and promote its use, to encourage continuous information exchange and foster mutual learning and capacity-building events driven by the corporate narrative. FAO should promote, incentivize and reward collaboration between headquarters and decentralized offices for transformative climate action and actively disincentivize barriers to collaboration, such as competition for funding.

Communication

Recommendation 12. FAO should become a global ambassador for integrated approaches to CCAM in agriculture and food sectors (including inclusive and sustainable food systems with a clear climate focus) and integrated land and seascape management. To support its core narrative and Climate Change Strategy, there needs to be a targeted communications strategy for both specialized and general public audiences. The communications strategy should:

- raise awareness and inform people on inclusive, low-emission, climate-resilient and sustainable food production and consumption; empowering producers, other food value-chain actors and consumers to shift their behaviour towards climate-friendly and sustainable practices in food systems;
- further strengthen FAO's leading role in highlighting and addressing the climate change implications for critical issues surrounding food and agriculture, such as food security, food safety and nutrition;
- make use of credible data on the status of renewable natural resources and widely communicate on issues such as productivity, biodiversity loss, deforestation, forest and soil and freshwater source degradation, the unsustainable management of living aquatic resources and the interaction of their drivers with climate change (including diets, food production and consumption);
- take advantage of FAO's leading role in existing platforms such as the One Planet network for sustainable food systems, the GACSA and UN-REDD, and the Marrakesh Partnership for Global Climate Action, to steer attention to the work of the Organization on climate solutions for inclusive, low-emissions, resilient and sustainable food systems;
- promote and empower the use of FAO's climate-related monitoring tools by other agencies and conventions;
- ensure a visible presence at key events related to climate change, with strong messages based on the FAO climate narrative, where the transformation of the whole agriculture and food system is part of all critical climate, biodiversity, health and food-crisis solutions;
- engage more actively in interagency networks beyond the strict agriculture sectors, such as those on broad food systems, climate finance, health and nutrition;
- link messaging on the increasing frequency, severity and interrelation of multiple climate hazards to the humanitarian-development-peace nexus and the need for a coordinated and anticipatory response to climate-related disasters.

Matrix of Findings, Conclusions and Recommendations



Colors	Conclusions	Recommendation priority
 	Not satisfactory	Immediate
 	Medium	Medium term
 	Satisfactory	Long term