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Update on the development of the new FAO Strategy on Climate Change

Executive summary

The need to address climate change impacts in agri-food systems has never been clearer. In the face of increasing extreme climate events around the globe, including extreme precipitation, heatwaves and droughts, the Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report “Climate Change 2021: The Physical Science Basis” warns of unequivocal, unprecedented, irreversible trends which increasingly put the planet and humanity in peril. Urgent action is required now by all nations if we are to keep warming within 2 °C or, if still possible, within 1.5 °C. At the same time, we need to make our systems resilient to the climate changes that are already unavoidable in coming years. Action at global, regional, national and local levels in agri-food systems, including in crops, livestock, forests, fisheries and related value chains, is a fundamental component of climate action because agri-food systems are heavily affected by climate change and at the same time, could be responsible for 21-37 percent of all greenhouse gas (GHG) emissions (IPCC).

FAO needs to strengthen its contribution to the global climate agenda and support countries in transforming their agri-food systems, to achieve the Sustainable Development Goals (SDGs), including eradication of hunger.

The implementation of the existing FAO Strategy on Climate Change (2017) and FAO’s general contribution to climate action (SDG 13) were subject to an evaluation whose recommendations were approved at the 166th Session of the Council. As per Recommendation 2 of the Evaluation, the development of a new FAO Strategy on Climate Change has been launched and an informal consultation with Members was organized on 8 September 2021, where they reiterated the urgency to act and confirmed their commitment to the Strategy development process.

The development of the new Strategy will be a stepwise process building on the 2017 FAO Strategy on Climate Change and the latest scientific evidence. It will include a Theory of Change to take FAO climate action beyond ‘business as usual’.

The new Strategy, which will build on consultations with FAO Members, Regional Conferences, FAO Decentralized Offices, partners and experts, will be a basis for the development of a five-year Action Plan that will include a set of actions, a results framework and an evaluation matrix to monitor and report on the outcomes. As urged by the evaluation of the FAO contribution to SDG 13, a needs assessment and a resource mobilization plan to operationalize the new Strategy will also be part of the Action Plan. The Strategy will build on FAO’s Strategic Framework 2022-31.
and the shared goals and cooperation towards the 2030 Agenda for Sustainable Development, the Paris Agreement and the Rio Declaration on Environment and Development. It will also be aligned with other recent FAO thematic strategies.

A draft vision for the Strategy is proposed as follows: “Transformed agri-food systems are climate-resilient and adaptive to the impacts of climate change, contribute to low-carbon economies while providing nutritious food for healthy diets, feed, fibre and fuel through innovative solutions, for present and future generations”

It is proposed that the Strategy will comprise three pillars of action focusing on 1) Strengthened climate policy and governance, 2) Scaled up climate action on the ground, and 3) Capacity developed through an innovative package of solutions.

The final draft of the new Strategy will be submitted to the 169th session of the Council in June 2022 for its consideration.

**Suggested action by the Programme Committee and the Council**

The Programme Committee and the Council are invited to provide guidance on the annotated outline of the new Strategy, in particular on the vision, principles, Theory of Change, and pillars of action suggested, as deemed appropriate.

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

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I. Introduction

1. Food security and climate change are among the greatest challenges which the world faces. Climate change, along with other drivers, is already undermining the recent progress made in the fight against hunger and malnutrition. According to the State of Food Security and Nutrition in the World 2021 (SOFI) report1, the long decline in world hunger came to a halt in 2014. The number of people experiencing undernourishment began to slowly increase until, in 2020, the world witnessed an unprecedented setback in its hunger eradication efforts. The challenges have grown with the COVID-19 pandemic and related containment measures. Projections indicate that hunger will not be eradicated by 2030 unless bold actions are taken to accelerate progress, especially to address inequality in access to healthy and nutritious food while vigorously addressing the climate crisis.

2. The intensity of climate extremes is rapidly increasing, with more than 50 percent of all countries exposed to three or four types of climate extreme from 2015-2020, compared to around 10 percent from 2000-2004.2 The increasing frequency of climate extremes as part of climate change pose multiple challenges: they affect all dimensions of food security and add pressure on already fragile agri-food systems.3

3. The need to maintain food production in the face of climate change became a fundamental pillar of the United Nations Framework Convention on Climate Change (UNFCCC) Art. 2. The 2015 Paris Agreement additionally recognizes “the fundamental priority of safeguarding food security and ending hunger, and the particular vulnerabilities of food production systems to the adverse effects of climate change”. FAO, with its mandate to end hunger and poverty, will deliver against this background.

4. Acknowledging the importance of FAO action on climate change, the Programme Committee, at its 127th Session in November 2019, endorsed the Indicative Rolling Work Plan of Evaluations 2020-2022, which included an Evaluation of FAO’s support to climate action (Sustainable Development Goal (SDG) 13) and the implementation of the FAO Strategy on Climate Change (2017).4 The Office of Evaluation (OED) carried out the Evaluation in 2020. The Evaluation report - together with its management response - were presented for discussion to the 130th Session of the Programme Committee in March 2021 and to the 166th Session of the Council in April 2021. Recommendation 2 of the Evaluation report urged that FAO should formulate a new Strategy on Climate Change to improve its contribution to SDG 13.

5. At the 166th Session of the Council, Members requested “inclusive consultations ahead of the 168th Session of the Council to start the development of the new FAO Strategy on Climate Change (FAO SCC) which aligns with the SDGs, based on the three dimensions of sustainable development and shared goals and cooperation towards the 2030 Agenda, the Paris Agreement, and the Rio Declaration on Environment and Development”.5

6. This document outlines the content for the development of the new FAO SCC. Further, it presents a draft annotated outline of the new Strategy with a suggested vision, guiding principles, Theory of Change and main pillars of actions and related outcomes.

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2 Ibid.
3 An agricultural and food system (in short agri-food system) is a system including food and non-food products that serves the production, processing, marketing, consumption and disposal of goods that originate from crops, livestock, forestry or fisheries. It also includes the inputs needed and outputs generated at each of these steps.
II. Global Developments in Climate Action

7. The Decade of Action to deliver the Sustainable Development Goals calls for accelerated solutions to the world’s biggest and most intertwined challenges, ranging from poverty and hunger to inequality, climate change and biodiversity loss. Climate variability and extremes are already among the key drivers behind the rise in global hunger and one of the leading causes of severe food crises. Moreover, according to the IPCC Special Report on Climate Change and Land (2019), 21-37 percent of total greenhouse gas (GHG) emissions could be attributed to the food system. These are from production, processing, distribution, preparation and consumption of food.

8. IPCC’s Sixth Assessment Report “Climate Change 2021: The Physical Science Basis” confirms the unequivocal, unprecedented, irreversible trends of current and future climate risks the planet is facing. The report reveals that impacts of the climate crisis, ranging from heatwaves and heavy precipitation to droughts and tropical cyclones are projected to intensify. This requires urgent resilience building, including through preparatory actions, and adaptation and mitigation in agri-food systems. Furthermore, unless there are rapid and large-scale reductions in GHG emissions also in agri-food systems, limiting warming to close to 1.5 °C or even 2 °C will be beyond reach, and it will be impossible to comply with the Paris Agreement.

9. The immense need for climate adaptation and mitigation requires transformational changes in agri-food systems. The IPCC Special Report on Climate Change and Land suggests that combining supply-side actions such as efficient production, transport, and processing with demand-side interventions such as modification of food choices, elimination of commodity-driven deforestation from supply chains and reduction of food loss and waste, significantly enhances resilience of agri-food systems and reduces GHG emissions.

III. Climate Change in the FAO Strategic Framework

10. FAO’s new Strategy on Climate Change (FAO SCC) will be implemented in the context of FAO Strategic Framework 2022-31 to address the overarching challenges of making agri-food systems more efficient and resilient to climate-related shocks and stresses. The Strategy will be built on the 2030 Agenda for Sustainable Development, the Paris Agreement, the Rio Declaration on Environment and Development, and the Sendai Framework for Disaster Risk Reduction 2015-2030, which further define the Strategy’s main climate action pillars, their objectives and targets.

11. FAO’s Strategic Framework seeks to support the 2030 Agenda through the transformation to MORE efficient, inclusive, resilient and sustainable, agri-food systems for better production, better nutrition, a better environment, and a better life, leaving no one behind. The four betters represent an organizing principle on how FAO intends to contribute directly to the three guiding SDGs: SDG 1 (No poverty), SDG 2 (Zero hunger), and SDG 10 (Reduced inequalities), as well as supporting the achievement of the broader SDG agenda. The four betters reflect the interconnected economic, social and environmental dimensions of agri-food systems, and, as such, encourage a strategic and systems-oriented approach within all FAO interventions, which are being articulated in twenty Programme

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Priority Areas (PPAs). Climate change is at its core with the following PPA (BE1): “Climate change mitigating and adapted agri-food systems”.

12. FAO will also apply four cross-cutting/cross-sectional “accelerators”: technology, innovation, data and complements (governance, human capital, and institutions) in all its programmatic interventions which, together with FAO’s cross-cutting themes of gender, youth, and inclusion, will guide and inform the new SCC.


IV. Roadmap to FAO Strategy on Climate Change

14. The new FAO SCC is expected to be completed by June 2022 through the following milestones:

   a) Inclusive consultation with FAO Members on 8 September 2021.
   b) Presentation of the annotated outline of the Strategy to the 132nd Session of the Programme Committee 8-12 November 2021.
   c) Consideration of the annotated outline of the Strategy by the 168th session of the Council 29 November – 3 December 2021.
   e) Consultations through Regional Conferences in February – May 2022.
   f) Discussions of the first draft of the Strategy at the 133rd Session of the Programme Committee 16-20 May 2022.
   g) Consideration of the final draft of FAO SCC by the 169th Session of the Council 13-17 June 2022.

15. The development of the new Strategy will build on consultations with FAO Members, FAO Decentralized Offices, relevant experts and partners.

16. During the consultation with FAO Members on 8 September 2021, Members reiterated the urgency to act and confirmed their commitment to the Strategy development process. In their interventions, Members:

   a) Highlighted the links between climate change, weather extremes, disaster risk, food insecurity, poverty and conflict.
   b) Urged the Strategy to aim at transformational changes and accelerate solutions to the climate crisis.
   c) Requested the Strategy to be inclusive and innovative, including in its financial aspects, and to be based on the latest scientific evidence available.
   d) Stressed the importance of engaging youth and indigenous peoples and promoting gender equality.
   e) Emphasized the alignment of the Strategy with relevant frameworks, strategies, conventions and the SDGs.

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f) Highlighted the importance of partnerships with other UN agencies, the public and private sectors.

g) Highlighted that the Strategy should aim to mainstream resilience building, adaptation and mitigation of climate change at various levels.

h) Called for the Strategy to provide a selection of context-specific and innovative solutions, and to focus particularly on the most vulnerable countries, such as Small Island Developing States (SIDS), on smallholder farmers and other vulnerable groups.

i) Urged the Strategy to find a balance between adaptation and mitigation and focus on building resilience through preventive and anticipatory actions.

j) Recommended that integrated approaches be used to include – among others – the role of forests, oceans, biodiversity, water and soils for sustainable agri-food systems and the reduction of food loss and waste.

k) Requested the Strategy to include a concrete Action Plan implementable at country level.

V. Annotated Outline of FAO Strategy on Climate Change

17. The new Strategy is suggested to comprise the following sections:

   A. Introduction.
   B. Climate change: a global threat to food security.
   C. Scope of the new Strategy on Climate Change.
   D. FAO’s climate action pillars and expected outcomes.

18. A five-year Action Plan with targets, indicators, a tracking process, a capacity development plan and resource mobilization plan to operationalize the new Strategy will also be developed. Both the Strategy and Action Plan will be developed in line with the SDGs, based on the three dimensions of sustainable development, shared goals and cooperation towards the 2030 Agenda for Sustainable Development, the Paris Agreement, and the Rio Declaration on Environment and Development.

   A. Introduction

19. With the growing number of hungry and malnourished people and the already tangible impact of climate change and extremes on food security and nutrition, the urgency to address climate change has significantly increased. Following its mandate, FAO is working for the world to get back on track to achieve the goal of eradicating hunger by 2030. By developing a new SCC, FAO will accelerate its contribution to the achievement of the Paris Agreement and SDG 13 (climate action).

20. To respond to the growing number of climate and food security challenges, FAO SCC will go beyond ‘business as usual’ options, addressing the root causes of climate change and opening new pathways paved with green and climate-resilient solutions. Building on FAO’s comparative advantage in relation to climate action, the new Strategy will define the relevance of agri-food systems in addressing and responding to climate challenges.

21. Building on FAO’s acknowledged services and support to its Members and to the global climate agenda, the new Strategy will emphasize technological, financial, economic, social, institutional and policy innovations, inclusiveness, strategic partnerships and strengthened support from global and regional to local level. Tailored to different conditions, it will provide a selection of solutions for addressing climate change and to support countries in implementing their Nationally Determined Contributions (NDCs). Moreover, it will consider different dimensions of risk, including the risk of non-acting, climate and environmental risk reduction and management, the specific needs and capacities of exposed and vulnerable groups and communities, and building climate risk management in FAO areas of work.

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B. Climate change: a global threat to food security and nutrition

22. **Agri-food systems and climate change.** This part of the new Strategy will focus on describing how agri-food systems face the challenge of providing sufficient, accessible, affordable, safe, healthy and nutritious food and other agricultural products and services to a growing global population, while dealing with the combined impact of degrading ecosystems and natural resources, with the severe impacts of climate change on agri-food production, distribution and consumption, and addressing concerns related to GHG emissions (especially CO₂, CH₄ and N₂O).

23. **The latest scientific evidence.** Evidence drawn from recent publications, including IPCC reports: the Special Report on Climate Change and Land, Special Report on Global Warming of 1.5°C and Special Report on the Ocean and Cryosphere in a Changing Climate, the Sixth Assessment Report Climate Change 2021: The Physical Science Basis and the forthcoming Working Group II and III reports supplemented by research results and data from FAO, CGIAR and other international and national research organizations, will establish the scientific background for the new Strategy. Importantly, the Strategy will also include indigenous and local knowledge of farmers, fishers, foresters, forest-dependent people, pastoralists and indigenous peoples.

24. **Innovative solutions.** Considering the size and gravity of hunger, malnutrition, climate and biodiversity challenges, innovative approaches, partnerships, solutions, financing and delivery mechanisms must be explored and scaled up through implementation. This will be supported by close collaboration between research and development. In this part of the Strategy, the essence of innovativeness is highlighted, and technological, financial, economic, social, institutional and policy innovations are suggested.

25. **Climate change in FAO Strategic Framework.** This part will present how the new Strategy aligns with FAO Strategic Framework 2022-31, including its four better, accelerators, cross-cutting themes and PPAs. Moreover, there will be an illustration of the alignment of the new Strategy with FAO’s other recent thematic strategies.

C. Scope of the new FAO Strategy on Climate Change

26. The scope of the new Strategy will comprise a vision, guiding principles and Theory of Change which are shortly proposed in a draft form as follows.

27. **Vision.** The vision of the new SCC will be derived from FAO’s vision, and its draft reads as follows: Transformed agri-food systems are climate-resilient and adaptive to the impacts of climate change, contribute to low-carbon economies while providing nutritious food for healthy diets, feed, fibre and fuel through innovative solutions, for present and future generations.

28. **Guiding Principles.** The need for a new Strategy has become clear with the gravity of the current climate crisis and future climate risks acknowledged in the new FAO Strategic Framework 2022-31. The following guiding principles are suggested to build a foundation for the new Strategy:

i. **Take an agri-food systems approach.** Complex climate problems require encompassing and integrating climate action in land, water, forests and oceans, when related to agri-food systems, including the entire value chains from production to consumption, loss and waste, energy, and their complex interactions.

ii. **Put farmers, fishers, foresters, pastoralists and vulnerable people at the centre.** Helping the population groups that suffer most from the impact and who are most at risk of the climate crisis needs to be at the forefront of FAO’s climate work.

iii. **Embrace innovations.** Transformation of agri-food systems is a must because of the urgency and huge pressure countries face due to food insecurity, malnutrition and climate crisis. Exploring and promoting a package of innovative and context-specific solutions in all areas of agri-food systems, including crops, livestock, land and water, fisheries, aquaculture, forestry and their related value chains, is at the core of the new Strategy.
iv. **Promote evidence-based decision making and open data science approach.** Solving climate change crisis requires open sharing and efficient utilization of the best available data, including on climate and natural resources, and information for prevalent agri-food systems in different regions. FAO is one of the leading custodian agencies for the SDG indicators and the most authoritative source of agricultural statistics. Therefore, FAO is uniquely placed to inform evidence-based decision and propose multi-disciplinary solutions to climate change.

v. **Seek strategic and innovative partnerships.** Partnering and collaborating with all sectors are required to increase the extent and impact of FAO’s climate work. This shall involve parties interested and involved in agri-food systems, including government institutions, financial institutions, UN agencies, research and academia, private companies, civil society organisations (CSOs), and non-governmental organisations (NGOs).

vi. **Mainstream gender equality and social inclusiveness.** Integrate gender and social inclusiveness in all FAO’s work on climate and promote planning and implementation of gender-transformative and socially inclusive climate action through support for countries to reduce the gender gap in agri-food systems.

vii. **Support participatory multi-stakeholder approaches.** Consultations and joint action with stakeholders from public and private sectors and civil society and engagement of women, youth, small-scale farmers, fishers and foresters, indigenous peoples, pastoralists, persons with disabilities, minorities and marginalized groups form the basis of climate work and ensure that no one is left behind.

viii. **Mainstream climate change.** The climate change perspective will be fully integrated throughout FAO’s work. Moreover, support is provided for effective integration of climate change in FAO Members’ agri-food systems policies, legal and institutional frameworks, strategies and planning mechanisms, as well as for supporting Members in incorporating agri-food system considerations into national climate strategies and plans, including more ambition in National Adaptation Plans (NAPs) and NDCs directly or indirectly related to agri-food systems.

ix. **Build an efficient monitoring, reporting and communication system.** The new Strategy will be implemented through a planning-action-reflection-learning-cycle. An effective monitoring system will make FAO transparent and accountable for its climate-related work at all levels and improve the visibility. Raising general awareness of the links between climate change, food security and agri-food systems through targeted communication is an important part of the FAO new Strategy.

29. **Theory of Change.** The vision, guiding principles and Theory of Change (ToC) including challenges and impact will guide the development of the new Strategy and its Action Plan. Supplemented later by outcomes, outputs and assumptions, the ToC defines why, what and how FAO will achieve its climate action targets by 2030.

The challenges the new SCC aims to address are described below:

*Scaling up climate action is urgently needed, while countries are inadequately supported in their efforts to adopt innovative solutions that address climate resilience, adaptation and mitigation for sustainable agri-food systems. A growing demand for nutritious and healthy food due to a growing world population and changing food habits cannot be met without transforming agri-food systems that are one of the important contributors to climate change. In turn, climate change is severely affecting agri-food systems and related ecosystems and livelihoods with negative impacts on food security and nutrition. Without urgent action, climate change will progressively disrupt food production, food security and nutrition particularly in countries and regions that are already highly food insecure, and unsustainable practices will continue contributing to the impact of agri-food systems on the climate.*
30. The Strategy aims to achieve the following impact: *FAO Members and population groups are able to accelerate their responses to the climate crisis by transforming their agri-food systems to become MORE efficient, inclusive, resilient and sustainable, leading to improved food security and nutrition.*

D. Pillars of FAO’s climate action and expected outcomes

31. Building on the Vision, Theory of Change and guiding principles outlined above, the proposed FAO SCC will focus on the following three strategic pillars.

1. **GLOBAL-LEVEL: Strengthened Climate Policy and Governance [Working title]**

32. This pillar focuses on FAO’s global and regional advocacy to make agri-food systems part of the climate solution.

33. Current and future climate impacts are real and are heavily impacting agri-food systems and livelihoods. Given the urgency to act for climate change in the areas of crops, livestock, forestry, land, water, fisheries and aquaculture, food and nutrition, global advocacy needs to gain new momentum, considering FAO’s mandate, its recognition as a knowledge organization and its trusted role at international level regarding developmental and environmental processes, including the Paris Agreement, Agenda 2030 for Sustainable Development and the three Rio Conventions. For example, FAO’s advocacy and support has been crucial in successfully implementing UNFCCC’s actions including through the Koronivia Joint Work on Agriculture (KJWA) and the framework for Reducing Emissions from Deforestation and Forest Degradation (REDD+), and these efforts could be extended to other international processes.

**Expected outcomes.**

a) *Food security, nutrition and agri-food systems considerations are fully addressed in the international climate, environment and development agendas.*

b) *The Global community, countries and partners have access to and utilize data, tools and protocols related to agri-food systems and climate change produced by FAO, including for monitoring and reporting, assessment models and good practices on climate change resilience, adaptation and mitigation in agri-food systems.*

2. **COUNTRY-LEVEL: Scaled up climate action on the ground [Working title]**

34. This pillar focuses on accelerating country ambition into context-specific, transformative actions and through leveraging financing at country and local levels, thus strengthening and proving the role of agri-food systems as a solution to the climate crisis.

35. Countries need concrete support in implementing and monitoring progress in their climate adaptation and mitigation commitments and innovative approaches. For this, FAO will support countries with the required technical and policy support in mainstreaming climate change into their national and agri-food systems development plans and related research and development actions, and in raising ambition for climate action in agri-food systems through their NDCs, NAPs and Nationally Appropriate Mitigation Actions (NAMAs).

36. Thus, FAO will continue supporting the implementation of national climate commitments with the aim to increase resilience, adaptation and mitigation actions (managing multiple long-, medium- and short-term risks) in order to make agri-food systems more innovative, resilient and sustainable and promote low-carbon solutions. FAO will also explore and enhance effective synergies and links between climate change and biodiversity conservation, ecosystem restoration, integrated water resources management, combating desertification and deforestation, disaster risk reduction, water-energy-food nexus, land degradation neutrality and humanitarian and conflict/insecurity/migration in relation to agri-food systems.
Expected outcomes.

a) *FAO Members have implemented and monitored their climate commitments related to agri-food systems and linked them with other commitments and tracking for sustainable development.*

b) *FAO Members have mainstreamed climate change resilience, adaptation and mitigation in their policies, plans, programmes, investments and practices in agri-food systems.*

c) *Countries receive technical and policy support to integrate climate change into their national strategies and development plans for agri-food systems.*

3. **FARM-LEVEL: Built capacity through innovative packages of solutions [Working title]**

37. This pillar aims to accelerate FAO support in empowering particularly those who are most at risk from the changing climate in agri-food systems, including smallholder farmers and food workers, herders, fishers, fish-farmers, foresters and forest-dependent people, women, youth, agriculture labourers, pastoralists, indigenous peoples, disabled, and marginalized and minority groups.

Through the promotion of a package of innovative, technological and social solutions, FAO will enable those stakeholders to directly benefit from the adoption and scaling up of inclusive, sustainable, low-carbon, adapted and resilient good agri-food practices at farm, landscape and other levels along the food value chain.

Expected outcomes.

a) *Population groups most at risk of climate change in agri-food systems and related livelihoods are de-risking and conducting adaptive practices.*

b) *Actors are decarbonizing agri-food systems through green and climate resilient pathways.*

c) *Farmers receive innovative support to adopt climate-smart practices.*

Prerequisites for Pillars 1, 2 and 3.

38. **FAO delivers efficiently.** FAO needs adequate human and financial resources, in-house coordination, external collaboration and partnerships to efficiently respond to the needs at global, country and local levels. This will include, for example, in-house capacity and human resources development, enhanced collaboration, coordination and communication of climate work and knowledge management, new initiatives as well as innovative public and private partnerships and strengthened climate finance mobilization. The Office of Climate Change, Biodiversity and Environment (OCB) in collaboration with other key constituent units will be responsible for the internal coordination of FAO’s climate-related work and its links to other FAO programme areas.

39. **Scaling up access to climate finance.** Through the new SCC and across its three pillars, FAO will put even more emphasis on international and domestic climate finance for agri-food systems. Vertical funds, in particular from the Green Climate Fund (GCF), the Global Environment Facility (GEF), the Adaptation Fund (AF) and Multilateral Development Banks, together with bilateral and other funds, will continue to play an important role in strengthening FAO’s impact on the ground. FAO will support countries in mobilizing and accessing climate finance resources and investment. Engagement with the private sector as a key climate finance resource will also be scaled up.