STRATEGY CONSIDERATIONS & PROGRAM RECOMMENDATIONS FOR USAID CLIMATE INTEGRATION & ADAPTATION

From the InterAction Coalition

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ABOUT INTERACTION

Founded in 1984, InterAction is the largest U.S.-based alliance of international NGOs and partners. We mobilize our Members to think and act collectively to serve the world’s poor and vulnerable, with a shared belief that we can make the world a more peaceful, just, and prosperous place—together.

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Swift policy changes are setting the U.S. on an “irreversible path to a net-zero economy by 2050” and aiming to quickly reestablish U.S. global leadership.

In January 2021, President Biden catalyzed the reentry of the U.S. back into the Paris Agreement and issued a sweeping Executive Order on Tackling the Climate Crisis at Home and Abroad. These changes called on the entire Federal government to address the climate crisis.

This Executive Order included a mandate for USAID and other internationally-focused agencies to create “strategies and implementation plans for integrating climate considerations into international work” within 90 days. Responding to this order and developing an agency-wide climate integration strategy will build on past and existing USAID work, especially the 2012-2018 USAID Climate Strategy’s adaptation, mitigation, and integration pillars, the countries identified as key areas for climate adaptation, on-going Climate Risk Management, the Environment and Natural Resource Management Framework, and large-scale programs including Feed the Future and Food for Peace, among other initiatives.

In response to this mandate, InterAction convened 85 senior NGO leaders on February 26, 2021, with four climate adaptation experts and policymakers to unpack lessons learned on climate adaptation and integration from previous U.S. Administrations and the U.K., a key partner that has been grappling with these challenges for over a decade. What follows is a set of strategy considerations and program recommendations for USAID on climate adaptation and integration as they staff up and respond to the Executive Order. The broad themes of the recommendations are:

- Ensuring the long-term political sustainability and short-term impact of USAID’s climate work
- Elevating USAID’s role in broader U.S. foreign policy on climate to focus on the needs of the most vulnerable
- Enacting changes to existing USAID-funded bilateral programs to integrate climate and examples of how this can be done
- Creating the economic enabling environment through policy to support long-term climate adaptation amidst rising inequality
- Shaping non-ODA financing mechanisms, especially U.S. development finance

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1 [https://www.whitehouse.gov/briefing-room/statements-releases/2021/01/20/paris-climate-agreement/](https://www.whitehouse.gov/briefing-room/statements-releases/2021/01/20/paris-climate-agreement/)
3 Section 103(a)
4 Jenny Frankel-Reed, Dr. Edward Carr, Dr. Beth Dunford, and Nick Dyer
STRATEGY CONSIDERATIONS

1. A new USAID climate strategy must balance the need for the public to view it as coherent while practically advancing locally-led, contextualized climate adaptation that follows best practice. It must be, at the same time, politically sustainable in the U.S. context and programmatically decentralized.

   It is essential that the U.S. remains engaged on international climate issues for all Administrations to come. To lay the groundwork for this longevity, each agency will need to make policy changes as resistant to removal as possible. Any advancements in a climate strategy at USAID must have “institutional glue.” As other donor experiences have shown, siloing climate through one prominent initiative or fund, although helpful to elevate the issue, is programmatically problematic as it does not address integration and runs the risk of being easily extracted from the bureaucracy under future leadership that may not prioritize climate.5

   Ensuring the political sustainability of USAID’s climate work will involve, alongside partners, building and sustaining public support for climate adaptation work. The strategy must be understandable through the lens of both major U.S. political parties and the American middle class.

   In creating full climate integration that is difficult to reverse, the temptation may be to push for a top-down, headquarters-driven strategy that is easier to communicate and monitor than one that is bottom-up. This urge must be balanced with the need to follow best practices on locally-led, context-specific climate adaptation that will make the difference in practice. USAID will need to strike the right balance between programming contextualized approaches to have the most significant impact, and maintaining clarity of mission and measurement of impact to best communicate with Congress and the public.

   On the other hand, when measuring success, it is advised to avoid the use of easily-expressed metrics of success that are not inherently meaningful for affected communities’ survival and well-being. This political reality will undoubtedly shape how USAID decides how to measure impact on climate outcomes.

2. Consider what changes can be made before and after larger-scale programmatic funding comes online, given existing delays in the U.S. appropriations process; account for the need for a short-term and long-term vision on climate.

   Timing is key. It is important that USAID be realistic about when their full appropriations for operating expenses and programmatic funds will come online for this work, given current budget cycles. To make the best use of time under these constraints, front-load discussions on structures and incentives to ensure climate remains a long-term priority. This could include the establishment of “sticky” structures and incentives (i.e. country prioritization, an internal price on carbon), comprehensive determinations of how to use the capacities of the entire agency, and cultural changes in staff thinking and behavior in part through the use of institutional incentives. Make programmatic changes toward the latter part of the Biden administration.

   5 Examples of how this can be done include the White House Trafficking in Persons Advisory Council or voluntary annual and public reporting/presentation to create media expectation of report release.
With USAID’s support, INMED Partnerships for Children has bolstered the capacity of people with disabilities to adapt to climate change while alleviating malnutrition and food insecurity and developing sustainable livelihoods via INMED Aquaponics®.

South African small-scale farmers with disabilities face disproportionate rates of food insecurity, unemployment, illiteracy, and poverty—amid economic, political, and social exclusion. In partnership with Disabled People South Africa (DPSA) Free State Provincial Office and DPSA Youth, INMED implemented aquaponics systems. These engagements were coupled with technical and business training and market development at three DPSA member cooperative sites to empower and inspire the next generation of farmers with disabilities. The program supported them to use aquaponics as a sustainable, climate-smart source of nutritious food and entrepreneurial opportunity. Aquaponics combines fish farming and hydroponics in a closed, chemical-free symbiotic system. The system produces at least 10 times more harvest year-round and consumes 90% less water than traditional agriculture while also being climate-resilient. INMED’s project with USAID has improved hundreds of farmers and community members’ lives over the last four years. The INMED Aquaponics® program has developed a variety of best practices, including incorporating climate resilient system design to limit risks from flooding and value chain of support, including hands-on and virtual technical and business training, links to markets, access to sources of financing and ongoing support from INMED-trained agriculture extension agents.
In this strategy, there will be the need for more assessment and planning, which is time-consuming, in addition to urgent requirements to meet current needs. For an issue like climate change that will intensify over time, holding these two timelines in balance and prioritizing actions accordingly will be key.

3. USAID’s aspiration should be for all global development programs to become “climate adaptation programs” such that they account for their future suitability based on climate risk. In the interim, include both high-climate risk country strategies to address catastrophic climate impacts (i.e. for small-island developing states) and larger-scale climate adaptation approaches that leverage existing programs.

Currently, not all U.S.-funded global development and humanitarian work address climate risk; however, this is quickly becoming mission-critical as climate impacts threaten previous development gains and exacerbate humanitarian needs. Some locations will be wiped off the map by climate change, while others will experience non-existent, though equally intense and threatening impacts.

The goal of climate adaptation is to address vulnerability to impacts of climate change, reduce people’s exposure to climate impacts, and expand their forward-looking adaptive capacity to be resilient against uncertain events. To make this a reality, all programs must have access to and consider climate risk information, work on multiple time horizons—both immediate term and multi-year outlooks—and think critically about the future suitability of any programmatic intervention given climate change impacts in that area. USAID staff should be increasingly trained on understanding climate risks and being held accountable for this level of due diligence.

4. USAID’s major contribution to the broader interagency and U.S. foreign policy on climate can be addressing the needs of those most vulnerable to climate impacts that are most “out of reach” of current climate efforts.

The needs of vulnerable communities are not currently at the forefront of the U.S. foreign policy on climate in the way that climate mitigation is. USAID has a key role to play in pushing the White House, U.S. State Department, and all U.S. development agencies—including the Millennium Challenge Corporation (MCC) and U.S. International Development Finance Corporation (DFC)—to focus on those needs, finance the work in complementary ways, and exercise good development practice along the way.

To maximize U.S. leadership on climate adaptation that centers the most climate-vulnerable people, USAID can examine the potential of the entire U.S. development policy toolbox to effect change, including bilateral programs, broader policy and diplomatic convening power, and leveraging the U.S. role in bilateral and multilateral development finance institutions.

As one example, the power of development finance options to address climate change is not yet front and center. USAID has a leadership role in pressing these institutions to align resourcing and focus it on communities experiencing the highest risk level.
5. Focus the limited grant-based finance provided by the U.S. government on the people who are hit the hardest by climate change, armed conflict, and COVID-19, and who currently live beyond the reach of current climate finance and development finance by:

- **Prioritizing initial climate adaptation work in specific sectors and high-risk regions to demonstrate improvements.**
  
  Climate adaptation as a practice is inherently indirect, so a climate adaptation strategy should identify the most important sectors and build climate considerations into program design, implementation, and measurement. There will be a need for USAID to focus on avoiding spreading scarce resources too thinly, both to address key gaps as well as to support the public narrative around USAID’s work. Currently, 20 countries account for 85% of the humanitarian need due to a combination of climate impacts, armed conflict, and COVID-19. USAID can explore the extent to which the climate adaptation priority countries fall among these 20 countries and use existing tools to focus on those most vulnerable places.

- **Being very clear about the balance of support for low-income countries (LICs) or low-income sub-national regions in middle-income countries (MICs), and ensuring adaptation remains at the top of the agenda.**

  As needs arise in more middle-income countries due to the economic depression spurred by COVID-19 and the debt crisis, there is an outstanding question about where concessional financing should go. With grants as USAID’s most precious financing mechanism and other agencies, such as the DFC, now established to deploy other financing mechanisms, a complementarity is possible with interagency coordination. USAID will need to be very clear about its own balance between support for LICs, lower-middle-income countries (LMICs), and MICs. Moreover, adaptative strategies supporting high-climate-risk populations in LICs and in MICs will also differ and should both be addressed in a new USAID climate strategy.

  It will also need to balance mitigation and adaptation support in those different income brackets. The international community has made commitments through the Paris Agreement to aim for parity between mitigation and adaptation resources, yet funding for adaptation has not kept pace. USAID should avoid chasing low-cost emissions in low-income countries, which, in the U.K. experience, resulted in spending only about 20% on adaptation, rather than 50%. Clarity on incentives to focus on adaptation for the most vulnerable will be critical for USAID.
Responding to the issue of typhoons and other storms in central Vietnam, CRS worked with government partners and vulnerable communities to strengthen disaster risk reduction (DRR) planning initiatives. In addition to strengthening community-level planning efforts, mangrove replantation was conducted in areas that had been deforested. Mangrove replantation was prioritized due to the multiple benefits these trees provide, including a reduction in wind and waves during storms, soil stabilization, water purification and restoration of biodiversity. The participatory DRR and climate change adaptation (CCA) planning process was continued beyond the life of the project by local authorities and the communities. Some key achievements include:

- Reduction of climate-related losses. Through widespread implementation of DRR measures linked with adaptation, 75% reported no loss of livelihood assets as compared to 36% in the baseline study.
- 113 inclusive DRR and CCA plans have been developed and adopted by the commune government. Prior training covered 5,000 villagers and officials.
- 3,300 members of local CSOs, village task force, mass organizations, and local government officials participated in trainings on DRR and CCA.
- 737 teachers and 9,560 students received DRR/CCA training.
- 67,500 mangrove seedlings cover an area of 18 hectares managed by the community-based model for mangrove regeneration, protection, and maintenance endorsed by the local authority results.
6. **USAID can influence the U.S. interagency to engage in diplomacy and investment that supports broader climate adaptation goals by:**

- **Balancing policy and programmatic considerations within USAID.**
  While USAID’s comparative advantage is programming, the agency must maintain a wider diplomatic view. It is advised not to focus exclusively on the role of direct climate adaptation programming, as significant gains will come from talking to other foreign ministers about broader topics. USAID can work with USAID Missions and the State Department to align programming support and policies around their Nationally Determined Contributions (NDCs) and National Adaptation Plans, shaping their fuel subsidy policies, and elevating human rights considerations as these changes are made, especially for Indigenous Peoples.

- **Pushing the DFC and MCC to work in fragile, climate-affected countries and sub-national regions and to address the $2.5 trillion gap in resilience infrastructure.**
  USAID’s relationship with DFC will be critical to addressing many climate-related needs. As one example, there is a $2.5 trillion infrastructure financing gap for climate resilience. The private sector, not ODA, will solve this. USAID should work closely with the DFC and MCC to assume a shared risk for the ultimate purpose of incentivizing higher-return-seeking private investors. USAID can consider an approach of deploying grants in concert with DFC investments to address different needs in the same context. USAID also has a role to play in getting private finance to ensure every financial decision takes climate into account—including climate-related disclosures, measuring returns, building in ESG considerations, and more in both adaptation and mitigation. USAID can also support the DFC in managing, monitoring and evaluating the transactions and delivering development results.6

- **Supporting the USAID Administrator’s role in communicating the clarity on organizational climate adaptation and mitigation priorities so that funding meant for USAID is not spent in other places of the USG in ways that are not aligned with the overall climate foreign assistance strategy.**
  Although not unique to this issue, there are challenges in terms of division of labor between USAID and State and related agencies.

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6 See also: InterAction Recommendations on the U.S. International Development Finance Corporation for the Biden-Harris Administration
Solar Cookers International (SCI) has implemented solar cooking projects in Kenya for many years with a recent focus in Kakuma Refugee Camp. SCI distributed solar thermal cookers to refugees made in Kenya, by Kenyans, with Kenyan materials. These efforts are directly impacting more than 1,260 people. These solar cookers are avoiding 2,816 metric tons of carbon dioxide over the lifetime of the solar cookers. The new solar cooks and their families are now able to avoid cooking over open fires and reduce collecting firewood and other solid fuels, which is healthier and safer. Women report that they reduced their cooking fuel expense by approximately 66% with solar cooking. There is also no fuel needed or smoke generated. The Kakuma solar cooking project exemplifies the best practices of combining solar cooking expertise with local need and interest in solar cooking and local production. Communities themselves participate in continued follow-up to ensure effective use, maintenance, and repair of the solar cookers.
PROGRAM RECOMMENDATIONS

1. Climate adaptation at all agencies should follow existing best practices on locally-led adaptation and support for human rights, and acknowledge rising inequality as a root cause of vulnerability.

Bureaucracies such as bilateral donors do not have a regular practice of building in local viewpoints, supporting local leadership of programs, and being accountable to the people who are affected by bureaucratic decision-making. USAID should work to build in incentives for greater local engagement and accountability, given that the most successful climate adaptation work starts with local engagement. The principles of good development—especially local leadership, local context, locally-led decision-making, and integration with other sectors—need to be increasingly built into the cost-benefit analysis on the project level. The Global Adaptation Commission’s Locally-Led Adaptation principles provides valuable starting points.

In terms of human rights, key focus areas of a USAID strategy should be gender, women’s empowerment, and Indigenous rights in both adaptation and mitigation. Women and girls suffer disproportionately from the impacts of climate change and should play a leading role in any efforts to address it. USAID is in a prime position to marshal resources and development expertise, and elevate these constituencies as agents of change. Integrating often harder-to-measure human rights outcomes into climate adaptation work will be an important step, especially in light of threats faced by environmental defenders and indigenous leaders.

When considering human rights, social safety nets – including social protection, social welfare systems, and universal basic incomes—are another key piece of the puzzle. USAID is in a position to integrate its approach to supporting countries’ development plans in conjunction with climate adaptation goals, enabling country governments to build climate-aware social safety nets.

USAID can learn lessons from how COVID has hit the same vulnerable groups the hardest and how socioeconomic inequality—globally, nationally, and locally—determines how well groups manage extreme shocks and stressors. To date, seven low-income countries have defaulted on loans and continue to experience prolonged debt. Part of USAID’s long-term strategy on addressing climate needs to include means of reducing inequality. This may involve working with new partners across the U.S. interagency, private sector, and multilateral, regional, and national development banks.
LUTHERAN WORLD RELIEF/CORUS INTERNATIONAL

“Strengthening Governance for Disaster-Resilient Communities (SAKSHAM)”

Location: Nepal
Date(s): July 2020 – July 2022
Donor: USAID/BHA

From 2013 through today under its flagship Transboundary Flood Resilience (TBR) project, Lutheran World Relief/Corus international and local and international partners have assisted communities located along the India-Nepal border to better prepare for and strengthen their resilience to the devastating effects of annual flooding. TBR helped communities build their capacities to absorb the impacts of flooding, adapt to change, and potentially transform in a manner that enables them to achieve and maintain their development results. To build local capacity, TBR created and improved upon the following in project communities: financial safety nets, diversified flood-resilient livelihoods, community managed disaster risk reduction (DRR), community-based flood early warning systems (EWS), citizen advocacy forums, and government support. These six elements constitute the pillars of a flood resilient community and can be replicated in other flood-prone areas to the same effect. TBR also organized community members into community disaster risk management committees (CDMCs), and citizen forums (or strengthening groups that already exist) to prepare and provide early warning, first aid, search and rescue, and rehabilitation services in their communities. The current SAKSHAM project aims to build on TBR’s lessons learned and expands the reach of its impacts in Nepal through its goal of strengthening community resilience through an integrated approach to disaster risk reduction and management (DRRM) planning, and capacity strengthening. SAKSHAM is expected to benefit 297,836 people (12,545 people directly) across seven municipalities in Nepal.
2. Ensure large, existing USAID bilateral programs, such as Feed the Future and Food for Peace, better address climate risks by:

- **Building on what the sector already knows about climate adaptation and protection of vulnerable groups and apply those best practices across a wider range of programs.**
  These common elements include a strong base and availability of information on climate vulnerability, participatory governance that weighs challenging tradeoffs across different timescales to formulate good plans, risk management strategies that are feasible, and having the resources, skills, and technology to deploy. Climate integration should become a continual practice of building local capacity for governments to respond.

- **Developing internal staffing capacity to respond to USAID Mission requests for climate-specific expertise.**
  Looking at the U.K. approach to staffing, they have in-country and headquarters-based climate specialists to provide advice on policy engagement, sectoral analysis, and programmatic support. USAID needs to build its capacity and institutional expertise on climate and spend the additional funding that may be coming its way.

- **Requesting additional funding in FY22 for all bilateral climate accounts, especially Adaptation, Sustainable Landscapes, Biodiversity, and Renewable Energy, as well as additional USAID operating expenses for cross-cutting climate integration.**
  This additional funding will be essential to build the capabilities and intellectual strength. USAID can also establish an internal funding target for 50% of any direct climate funding to go toward adaptation.

- **Combining funding for both sector-specific initiatives and direct bilateral climate adaptation to leverage a much larger envelop of assistance.**
  USAID needs to consider how it will use the entirety of its bureaus and offices to enact the change needed, not simply those with obvious connections to climate. Using all capabilities and linking it with existing work will ensure a dual approach on both high and middle-risk climate locations. In this process, do not lose the climate-specific agenda.

- **Expanding current USAID directives on WASH to include water security in the face of climate risks.**
  This is an opportunity to increase the resourcing and technical abilities in water resource management and to blend it with an understanding of climate.

- **Measuring a small, but key set of climate-specific outcomes across the entire agency.**
  While almost all international development agencies globally include climate as an objective in their development policies and programming, there is little to no data on the impact those agencies have on climate mitigation and adaptation. Only 26% of donor agencies that have made financial commitments to international climate finance provide reports on the results of those pledges. Recent reports on USAID’s climate adaptation work have highlighted the need for

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GLOBAL COMMUNITIES

“Strengthening Local Governance of Watershed Management for Water Supply and Irrigation in the Dry Corridor of Honduras”

Location: Honduras
Date(s): 2017-2021
Donor: USAID (Funded by Government of Honduras/INVEST-H under ACS-USAID)

Global Communities worked with national government agencies, local and regional governments, communities, and water organizations to strengthen watersheds’ management. The program convened stakeholders to build a shared vision and develop action plans to guide priority watershed interventions along with community implementation grants for micro-watershed management. These grants helped reduce degradation rates and reforest watersheds, providing sustainable access to water for consumption and irrigation.

The project established a network of 42 micro-watersheds equipped with basic climate sensors and three sophisticated demonstration sites to enable users to monitor and analyze water quality and quantity. Technical assistance strengthened local actors’ capacity to manage water resources and make evidence-based decisions around water use. The project’s success hinged on its ability to demonstrate the improvement of biophysical conditions in the watersheds and the incorporation of best management practices. Stakeholders learned how to build a shared vision and action plan between all water users and local governments, leading to buy-in and long-term commitment from all parties to carry out watershed management and restoration actions. Improving water supply to benefit the whole community before a specific focus on water for farmers, individual households, and businesses helps avoid conflict. Incorporating small investments into the early watershed planning process builds consensus and trust, thereby motivating engagement by the whole community.
greater transparency and improved monitoring, evaluation, and learning. Globally, there is a huge need to increase the evidence base for and reporting on climate adaptation programs. USAID can play a role in filling this gap by exploring how communities resume their livelihoods and well-being back after drought, floods, or heat waves, for example. There will be a need for climate-specific outcome indicators that are clear from the top-down and not overly onerous to track. Some of these changes could be achieved by tweaking existing resilience indicators and including climate in the program design process.

▶ **Invest in practical and inclusive research, development, and innovations to examine the impacts of climate change on food systems and water security.**

Research, innovation, and effective dissemination and adoption of technologies and expertise are critical to helping small-scale farmers and communities adapt to the impacts of climate change and better plan for future challenges to agriculture production and resilience. Collaborative global agriculture research systems, like CGIAR, are critical in developing and adapting specific tools for agriculture in developing economies.

3. **Act early on information related to climate risk by redoubling support for and refining existing predictive platforms, integrating local perceptions of risk, and linking that information to financing and USAID’s Climate Risk Management approach.**

The cost-benefit argument of preventing climate impacts through adaptation is convincing. To take full advantage of the cost savings, USAID is well-placed to use internal technologies and leverage external technologies to spur early action based on risk. FEWSNET, the PREDICT platform for emerging threats on health, and the Feed the Future Labs are examples of ways this can be done. These platforms can be built out further to include additional climate impacts, such as integrating pest management into FEWSNET as recommended by The Chicago Council and Farm Journal Foundation.

USAID can continue to establish and strengthen forecast-based finance mechanisms based on these tools and connect them to the Climate Risk Management approach. Top-down predictive work can also be coupled with participatory action research that gathers local perspectives on risk. All of these tools should be in the service of faster, more nimble adaptation and response.

4. **Expand knowledge across the agency of existing, fundable sector- and region-specific climate adaptation programs and engage all bureaus in research and development where fundable approaches don’t yet exist.**

Part of making climate adaptation fundable is identifying the units of investments in adaptation. Some sectors, like agriculture, are farther along while other climate adaptation techniques in other sectors are developing. Below are illustrative examples of climate adaptation programs implemented via NGOs.

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9 See also: Edward R. Carr, Rob Goble, Helen M. Rosko, Catherine Vaughan & James Hansen (2019): Identifying climate information services users and their needs in Sub-Saharan Africa: a review and learning agenda, Climate and Development.
“Economic and Social Development of Women through Renewable Energies in the Sahel (Senegal, Mali and Niger) – DESFERS”

Location: Mali, Niger, Senegal
Date(s): 2018 – 2023
Donor: European Union

Economic and Social Development of Women through Renewable Energies in the Sahel (DESFERS) aims to contribute to the economic empowerment of organized groups of women in Senegal, Mali and Niger and the improvement of their social status through the development of entrepreneurship and job creation in the sustainable energy sector. Specifically, DESFERS will facilitate access to entrepreneurship in the sustainable energy sector for 4,650 women’s small and medium enterprises from 600 saving groups by facilitating access to credit and solar energy and building women’s capacity and integrated energy service operators. The program promoted the catalytic role of women in the sustainable energy sector within households, communities, and society at local, regional and national levels. Over the course of the project, it is expected that 600 women’s saving groups will have acquired the technical, managerial, and financial skills needed to operate and evolve in the sustainable energy sector. Additionally, 21,000 women will gain access to renewable energy and credit, opening up entrepreneurship and work opportunities to use or market sustainable energy systems/products/services.

Check out more program examples [here](#).
ADDITIONAL RESOURCES

- **Adapt now: a global call for leadership on climate resilience** Global Commission on Adaptation
- **Climate Adaptation Finance: Fact or Fiction?** CARE
- **How Do Development Agencies Support Climate Action?** Center for Global Development
- **GAO report: USAID Is Taking Steps to Increase Projects’ Resilience, but Could Improve Reporting of Adaptation Funding**
- **Evaluation of USAID Climate Risk Management Approach**
- **At What Cost: How chronic gaps in adaptation finance expose the world’s poorest people to climate chaos** Zurich Flood Resilience Alliance, Mercy Corps & Concern Worldwide
- **World Disaster Report 2020: Come Heat or High Water** IFRC