

**USDA Foreign Agricultural Service
Climate Change Adaptation Plan 2014**

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I. Policy framework

a. Describe your agency vision, mission, goals, and strategic approaches

The USDA Foreign Agricultural Service (FAS) has defined its mission and vision in its 2012-2016 strategic plan as, “Linking U.S. agriculture to the world to enhance export opportunities and global food security.”⁴ To do so, FAS works around the globe building new markets for U.S. agricultural exports, sustaining and expanding existing markets, improving the competitive position of U.S. agriculture, and ensuring food security and building agricultural capacity in fragile and developing markets.

Various U.S. laws define specific duties that FAS is obliged to undertake. These include: (1) Acquiring information pertaining to agricultural trade; (2) Implementing market development programs; (3) Providing agricultural technical assistance and training; and (4) Carrying out specifically authorized food aid programs. Furthermore, USDA departmental regulations state that FAS is responsible for coordinating Department agencies’ functions involving foreign agriculture policies and programs and their operations and activities in foreign areas.

To achieve its mission and fulfill its statutory duties, FAS has aligned its operations under three core activity pillars: (1) Trade Promotion; (2) Trade Policy; and (3) Trade Capacity Building and Food Security. Each activity pillar has specific program objectives that have been evaluated for their vulnerabilities to climate change. This process of considering vulnerabilities and planning climate change adaptation strategies aligns to FAS management initiatives that aim to incorporate new strategies and policies to improve FAS performance and efficiency.

II. Vulnerability Assessment:

a. Describe both the risks and opportunities associated with changing climate that your agency will face. For example, how will climate change affect: assets, operations, worker health, natural or cultural resources, security infrastructure, economic activities, or coordination. In this discussion you should consider physical factors such as temperature shifts, hydrological changes, extreme events, sea level rise, etc.

A changing climate poses a number of vulnerabilities for FAS to address in order to continue to fulfill its mission. In addition to creating vulnerabilities, climate change may provide new

⁴ http://www.fas.usda.gov/FAS_SP2012-2016Final5-16-12.pdf

opportunities that FAS should prepare to capitalize on. In the tables below, major vulnerabilities and opportunities are mapped to FAS activity pillars and objectives.

Pillar #1: Trade Promotion

	Vulnerability	Opportunity
Objective 1.1: Increase effectiveness of FAS market development programs and outreach activities	Increased frequency of extreme weather events may destabilize import markets and increase the volatility of prices. Increasingly volatile trade conditions may make it more difficult to develop long term strategies to build markets for U.S. products. Also, increased variability in U.S. product supply and quality may make it more problematic to consistently promote U.S. products.	Climate change may cause geographic shifts in production that create new markets and/or less competition for U.S. agricultural exports
Objective 1.2: Manage FAS credit programs to yield the greatest benefit to U.S. agriculture	NA	NA

Pillar #2: Trade Policy

	Vulnerability	Opportunity
Objective 2.1: Negotiate and enforce market-expanding trade agreements for U.S. exporters of agricultural, fish, and forest products	Climate change may lead to production shortfalls and export bans abroad, undermining FAS efforts to promote free trade.	Climate change may require some countries to rely more on agricultural trade and imports from the U.S. to make up for domestic production shortfalls.

Objective 2.2: Prevent or resolve foreign Technical Barriers to Trade (TBT) or Sanitary/Phyto-Sanitary (SPS) measures that hinder U.S. agricultural exports	Warmer average temperatures may increase the range and severity of disease outbreaks in the U.S. raising TBT and SPS concerns abroad.	NA
Objective 2.3: Pursue the development of rules-based international systems that facilitate global trade	Climate change may be used as a pretext for implementing new labeling standards or trade rules that make claims about “sustainability” or “climate-smart” but are not based on reliable science.	<ol style="list-style-type: none"> 1. Climate change may increase international demand/adoption of genetically engineered (GE) crops and products of other emerging technologies for sustainable agricultural intensification and innovation. 2. Increasing international awareness of agriculture and climate change creates opportunities in international fora to promote science-based free trade rules. 3. Climate change mitigation policies may present an opportunity for USDA stakeholders to consider new voluntary market incentives.

Pillar #3: Trade Capacity Building and Food Security

	Vulnerability	Opportunity
Objective 3.1: Address food security challenges by building food and market systems that expand trade and economic growth through food assistance programs	U.S. agricultural productivity may stagnate or decline due to increases of atmospheric carbon dioxide (CO ₂), rising temperatures, and altered precipitation patterns. Climate change will exacerbate current biotic stresses on agricultural	NA

	<p>plants and animals.</p> <p>Accordingly, U.S. commodities may become less available to meet future demands for FAS food assistance programs.</p>	
<p>Objective 3.2: Enhance partner countries' capacity for agricultural development, participation in international trade, and reduced dependence on fossil fuels.</p>	<p>Climate change may disrupt and stymie agricultural development and trade in some countries. Countries are too dependent on high-carbon emission fossil fuels.</p>	<p>Increasing demand for FAS to coordinate USDA capacity building for climate change mitigation and adaptation may be met through increasing FAS scientific exchanges and interagency funding agreements for activities that accelerate countries' climate change mitigation and adaptation strategies.</p> <p>Increased demand for biofuels in liquid transport sector can support increased US ethanol and biodiesel exports.</p>

III. The Adaptation Planning and Evaluation Process

- a. Integration: Describe agency plans to integrate climate change adaptation into policies, programs, and operations. This includes coordination with stakeholders including local, state or tribal entities and private landowners, as applicable.

FAS relies on its Climate Change Working Group to raise awareness and disseminate information across FAS about emerging climate change issues that may impact the mission, strategic objective pillars, and objectives of FAS. The group meets on an *ad hoc* basis and is charged with developing and evaluating the FAS climate change adaptation plan. The Climate Change Working Group is led by the Office of Agreements and Scientific Affairs (OASA) and has representation from each FAS program area.

FAS is developing the internal capacity to tackle emerging climate change issues and is receptive to stakeholder concerns about climate change. Each summer, FAS Foreign Service Officers attend an Attaché conference in Washington, D.C. for briefings on emerging policy and trade issues, including the Department's activities regarding climate change and the

agency’s involvement. FAS also participates in many regular stakeholder meetings and *ad hoc* consultations with cooperators. Regularly scheduled stakeholder meetings include:

Pillar Focus	Meeting	Stakeholders
Trade Promotion	U.S. Agricultural Export Development Council Annual Workshop	Commodity and food export interests
Trade Promotion	Data Users Meeting	Agricultural traders and exporters
Trade Policy	Agricultural Technical Advisory Committee (ATAC)	Private industry representatives
Trade Policy	Agricultural Policy Advisory Committee (APAC)	Private industry representatives
Trade Capacity Building/Food Security	The annual International Food Aid and Development Conference	USAID, Private voluntary organizations and US agriculture, and trade associations

- b. Understanding risks: Briefly describe actions that your agency will take to better understand risks and opportunities. This may include methods to assess vulnerability, to monitor climate impacts, or to project impacts based on scenarios.

FAS is currently engaged in assessing the risks and opportunities associated with climate change. There are various means by which FAS understands and evaluates these risks and opportunities. These mean include engaging in climate change related intra- and inter-departmental working groups (e.g. USDA’s Global Change Task Force, and Feed the Future working groups). FAS also relies on the extensive market intelligence gathering of Foreign Service Officers and Locally Employed Staff, who are the “on-the-ground” sources of information for over 100 countries. FAS also monitors and advises the work of various international organizations [e.g. UN, FAO, OECD, World Bank] and participates in several United Nations activities [e.g. Framework Convention on Climate Change (UNFCCC), Commission on Sustainable Development (CSD), and the Environmental Program], WTO committees [e.g. Agriculture, Trade and Environment, Trade and Development, the Subcommittee on Least Developed Countries, and Technical Barriers to Trade], and OECD committees [e.g. Committee on Environment, the Joint Working Party on Agriculture and the Environment (JWPAE), and the World Bank’s Global Environment Facility and development of Environmental Guidelines].

The FAS Climate Change Working Group will further consider additional actions to better understand the risks and opportunities that may affect FAS’s key strategic pillars:

Trade promotion.

Proposed Actions: Participation in interdepartmental climate change modeling groups that can inform the integration of climate change projections into USDA agricultural production and trade models utilized by FAS’s Office of Global Analysis.

Trade policy.

Proposed Action: Continued leadership in key international activities including the United Nations Framework Convention on Climate Change, Climate Smart Agriculture Alliance, and the Climate and Clean Air Coalition. Active engagement will ensure that the interests of USDA stakeholders are adequately considered and that emerging policies are based on sound science.

Trade Capacity Building & Food Security.

Proposed Actions: (1) The USDA Global Change Task Force is coordinating an assessment on climate change & food security. FAS will participate in the assessment steering committee to ensure that agricultural trade capacity is addressed in the report, and (2) Collaboration with other U.S. agencies through cooperative agreements for agricultural development and trade capacity activities related to climate change adaptation and mitigation.

Cross Cutting.

Proposed Action: Provide climate change reporting guidance for the Global Agricultural Information Network (GAIN). The GAIN system is a compilation of FAS information on foreign countries' agricultural economy, products and issues which are most likely to have an impact on U.S. agricultural production and trade.

IV. Sustained Adaptation Process

- a. What steps will your agency take annually in order to ensure that this Plan is current?

FAS will continue to rely on its Climate Change Working Group to coordinate annual reviews and updates to the Climate Change Adaptation Plan.

- b. How will you prioritize (actions)?

The following are the most important considerations for prioritizing FAS climate change adaptation actions:

- (1) The President's Climate Action Plan and U.S. Government priorities associated with climate change;
- (2) Executive Order 13653--Preparing the United States for the Impacts of Climate Change and Executive Order 13514--Federal Leadership in Environmental, Energy, and Economic Performance;
- (3) Departmental Regulation 1070-001 – USDA Policy Statement on Climate Change Adaptation;
- (3) USDA's Strategic Plan and priorities associated with climate change;
- (4) Financial resources and the availability of trained personnel;
- (5) Vulnerability, and threat to FAS mission; and
- (6) Opportunity to improve Agency services to stakeholders.

- c. What sources of information will your agency use to further develop the Plan through time?

FAS will rely on diverse information sources to aid in developing the Climate Change Adaptation Plan over time. As mentioned, FAS will consider the needs and input of stakeholders, the intelligence gathered by FSOs, as well as technical information on climate change impact reported in the National Climate Assessments. FAS relies on the USDA Global Change Task Force to provide linkages to cutting-edge scientific developments about climate change and agriculture. Additionally, FAS staff subscribe to the National Agricultural Library’s climate change and agriculture newsfeed to receive weekly updates on current events.

- d. Performance Metrics

- i. Describe the methods your agency will use to evaluate progress
- ii. Roadmap, Scorecards, etc.

The FAS Climate Change Working Group is the coordinating body for evaluating and updating the FAS Climate Change Adaptation Plan. This Working Group facilitates exchange of information and activity coordination within FAS, and has an advisory capacity to assist with answering questions from overseas offices of the agency. As part of the annual review process, each FAS program area is engaged to provide input on progress towards addressing the vulnerabilities and opportunities related to each FAS activity pillar. In addition to the performance metrics associated with specific activities listed in the Appendix, FAS will consider the following aggregate metrics:

Pillar Focus	Performance Metric
Trade Promotion	Improving FAS access to technical resources related to climate change
Trade Policy	Addressing climate change issues in a variety of forums
Trade Capacity Building & Food Security	Addressing U.S. and partner countries’ capacities for climate change mitigation and adaptation through FAS agricultural development and trade capacity building activities
Cross-Cutting	Sharing information about climate change issues relevant to sustainable, global food and agriculture systems.

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V. Actions to address risks and opportunities (include as Appendix).

- a. This section should include pilot activities, the formal integration of adaptation into agency policy, the modification of programs or activities, or capacity building. It should be in tabular format and include the following:

FAS ACTIONS TO ADDRESS RISKS AND OPPORTUNITIES

Pillar #1: Trade Promotion										
Current Actions	Action Goal	Agency Lead	Description	Scale	Time-frame	Performance Metrics	Inter-Governmental Coordination	Resource Implications	Challenges/Further Implications	Highlights of Accomplishments to Date
Advising in the National Climate Assessment on Food Security	Contribute to the Assessment specifically the trade related aspects	OASA	The USDA Global Change Task Force is coordinating an assessment on climate change & food security. FAS will participate in the steering committee to ensure that agricultural trade is considered in the report	Global	Publish 2015	Active FAS participation in the drafting and review process	USDA-OCE	Limited resources available	Ensuring that relevant subject matter experts are consulted	Initial draft of the report (Zero Order Draft) is completed and distributed to the author team for review in Feb 2014

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Pillar #2: Trade Policy										
Current Actions	Action Goal	Agency Lead	Description	Scale	Time-frame	Performance Metrics	Inter-Governmental Coordination	Resource Implications	Challenges/Further Implications	Highlights of Accomplishments to Date
Integrating climate change considerations into Country Strategy Statements (CSS)	Implement new climate change guidance	OCRA	Each year FAS develops country strategy statements to further the Mission of FAS.	Global	Once per Year	CSS Reports can include addressing relevant climate change issues	USDA-FAS	On-going annual activity	N/A	63 Country Reports Filed in 2013
Monitoring International Organizations	Representing and defending U.S. interests.	OASA	FAS Promotes the importance of agriculture in international organizations and discourages trade restricting agreements	Global	Ongoing	Input provided in meetings or reviewed reports by FAS in relation to climate change	State Dept., EPA, USTR	Limited resources available	Many organizations want to support global efforts regarding climate change making it challenging to effectively monitor and to respond given limited resources	

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Pillar #2: Trade Policy (Cont.)										
Current Actions	Action Goal	Agency Lead	Description	Scale	Time-frame	Performance Metrics	Inter-Governmental Coordination	Resource Implications	Challenges/Further Implications	Highlights of Accomplishments to Date
UN climate change negotiations and other venues	Represent and defend U.S. interests	OASA	FAS has been participating in the UNFCCC negotiations since 2009 and seeks to ensure that agricultural issues are considered in the negotiations and do not hamper free trade; also FAS in involved in the Climate and Clean Air Collation (CCAC) and the Climate Smart Agriculture (CSA) Alliance	Global	Ongoing	Engage with relevant stakeholders; establish working relationships with various negotiation groups -establishment agriculture work program and launch agriculture initiatives in the CCAC and CSA Alliance	State Dept., USDA-Forest Service, USDA-FAS USDA-OCE	One FTE allocated 100 per cent to this action; also there is a need for additional staff support	Responding to additional work load with limited resources	Launched new agriculture sector initiative in the CCAC

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Pillar # 3: Trade Capacity Building & Food Security										
Current Actions	Action Goal	Agency Lead	Description	Scale	Time-frame	Performance Metrics	Inter-Governmental Coordination	Resource Implications	Challenges/Further Implications	Highlights of Accomplishments to Date
FAS trade and scientific capacity building programs	Through OCBD programs, foreign participant receive knowledge, skills and technologies that may be applied in-country to accelerate climate mitigation or adaptation plans in the food and agriculture sector	OCBD	FAS-administered scientific exchanges and capacity- building programs are flexible, critical tools for USDA to engage countries on climate change priorities. These activities enable U.S. and international counterparts to jointly promote economic development and environmental quality in the agriculture sector and, overall, promote global food security.	Global	Ongoing	# of participants in FAS administered fellowships for the Global Research Alliance on Agricultural Greenhouse Gases (target: 2/year) # of FAS agreements with other federal agencies in support of international initiatives for climate change mitigation or adaptation (target: agreements with State and USAID)	OCBD collaborates with OASA, USDA/ARS and USAID on GRA fellowships OCBD has formal implementing agreements in place with State and USAID for international climate change initiatives	OCBD has a designated policy and planning coordinator for climate change issues and activities FAS appropriated funds are typically sufficient for only 5 GRA fellows per year, while recruitment of any additional GRA fellows requires prior commitments of extramural funding. Climate change activities carried out under interagency agreements are fully reimbursable	FAS relies heavily on extramural funding for climate change activities. In these cases, the scale and programmatic focus of the activities are largely driven by the external funding partner.	OCBD has delivered a total of 25 GRA Fellows, representing 10 countries* Though an agreement with State, OCBD delivered three ECPA demonstration projects. Two additional projects are underway.**

*= GRA Fellows have represented Chile, Ghana, India, Indonesia, Malaysia, Mexico, the Philippines, Thailand, Uruguay, and Vietnam

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**= ECPA demonstration projects were completed in Ecuador, Honduras and Uruguay, while projects were initiated in Colombia and Panama

Pillar # 3: Trade Capacity Building & Food Security (Cont.)										
Current Actions	Action Goal	Agency Lead	Description	Scale	Time-frame	Performance Metrics	Inter-Governmental Coordination	Resource Implications	Challenges/Further Implications	Highlights of Accomplishments to Date

<p>Participating in Feed the Future (FtF) working groups</p>	<p>To increase the food security of FtF partner countries, particularly so that those countries become more resilient to possible climate change impact on their food and agriculture systems</p>	<p>OCBD</p>	<p>The FtF working groups assess prevailing conditions, define priorities and accordingly align USG resources that can develop the food and agricultural sectors of food insecure countries. .</p>	<p>FtF countries</p>	<p>Ongoing</p>	<p>OCBD participation in assigned FtF working groups (target: 100% OCBD attendance)</p> <p>-% of FtF countries OCBD recruits for participants in OCBD's capacity-building fellowship and scientific exchange programs (target: 100% of FtF countries)</p> <p>-# of participants from FtF countries in OCBD's capacity building fellowship and scientific exchange programs. (target: 68 participants)</p>	<p>USAID Bureau of Food Security leads the interagency FtF working groups</p>	<p>OCBD prioritizes candidates from FtF countries who are eligible to participate in OCBD capacity building and scientific exchange activities.</p>	<p>Climate change mitigation and adaptation may not be the most pressing concern of FtF countries to strengthen their food security measures</p>	<p>In 2013 OCBD fully participated FtF Working Groups for Climate Change, Resilience, Global Policy Enabling Environment and other relevant areas.</p> <p>In 2013, OCBD engaged participants from Bangladesh, Ghana, Guatemala, Haiti, Honduras and Kenya in capacity building activities, .</p>
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Cross-Cutting										
Current Actions	Action Goal	Agency Lead	Description	Scale	Time-frame	Performance Metrics	Inter-Governmental Coordination	Resource Implications	Challenges/Further Implications	Highlights of Accomplishments to Date
Change to: Maintain Agency wide Climate Change Working Group	Sustain Agency wide involvement in climate change matters	OASA	This Working Group acts to quickly communicate about climate change issues throughout FAS. Likewise, the Working Group may be quickly mobilized to help coordinate agency-level responses or tasks related to climate change.	DC and select FAS posts	Ongoing	Quality of response to climate change issues	USDA-FAS	Limited resources available	Sustain Agency climate change commitment given competing areas of responsibility	Working Group completed 2012 and 2013 Adaptation Plan and is currently drafting revisions to 2014 Plan
Providing guidance for Global Agricultural Information Network (GAIN) reporting on climate change	Issue guidance to overseas FAS Offices	OCRA	FAS has a section within GAIN for voluntary reporting on “climate change/global warming/food security”	Global	In 2014	Implement new guidance in 2014	FAS	Limited resources available	Keeping focused reporting that doesn’t require more time than resources available	Prepared draft guidelines for comment