



Global Donor Platform  
for Rural Development

# Platform Issue Paper

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Previous papers include:

**No. 1 Taking Stock after the Bonn Climate Change Talks: an ARD Perspective**

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**No. 3 An ARD Roadmap to Copenhagen**

**No. 4 Why and How to Include Agriculture in a Post 2012 Agreement**

**No. 5 Agriculture in the LCA**

**No. 6 Agriculture in the Climate Change Negotiations**

**No. 7 Issues for Barcelona.**

In view of the tight timeframe to analyse texts and publish this paper it may contain some errors and omissions. The Platform welcomes comments, either on the Platform's website or to [secretariat@donorplatform.org](mailto:secretariat@donorplatform.org)

<sup>11</sup>  
<http://www.fao.org/news/story/en/item/37465/icode/>

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## Agriculture and Copenhagen

Agriculture has a unique place in climate change and human development. Agriculture will be seriously affected by climate change impacts, whilst holding possibilities for substantial mitigation. Agriculture also provides livelihoods for many poor people and is fundamental to the food security and nutrition of the world's population. The November World Food Summit recognised this in its declaration *"to proactively face the challenges of climate change to food security and the need for adaptation of, and mitigation in agriculture.. with particular attention to small agricultural producers and vulnerable populations."*<sup>11</sup>

However, these links are not being made strongly enough in climate change and agriculture debates. Copenhagen provides a major opportunity to strengthen and deepen these links, and to move towards more sustainable agriculture.

This Paper focuses on the main issues of how agriculture and climate change that need to be considered in Copenhagen. A detailed analysis of the latest text and non-papers is given in a separate [Appendix](#).

### Key messages

- Agriculture, food security and climate change have not been well integrated at the global level beyond UNFCCC negotiations.
- This is changing and climate change negotiations have begun to address agriculture directly and indirectly, with some substantive text proposed.
- However, with many non-papers for discussion, and with little progress in choosing between alternative texts, there is a risk that agriculture may be lost as text is streamlined in Copenhagen.
- Integration of climate change and food security is important, applying the Paris Declaration and Accra Principles of Aid Effectiveness.
- Priority issues for the final Copenhagen outcome include:
  - **shared vision** that recognises agriculture as integral to food production, food security and to the resilience of ecosystems, and that climate change is a major threat
  - a COP decision on a **work programme for agriculture** on mitigation and its integration with adaptation, including pro-poor perspective.
  - **co-operative sectoral approaches** include measures on mitigation that support food security and adaptation objectives, and benefit the poor.
- Desirable issues for the final Copenhagen outcome include:
  - NAMAs include explicit mention of agriculture.
  - Synergies between NAMAs and NAPAs are recognised in institutional and financing mechanisms.
  - REDD includes Agriculture, Forestry and other Land Uses.
  - LULUCF comes up with a new accounting rule system that is favourable to agriculture.

## November negotiations and agriculture

Since Barcelona new sections and alternatives to text have been added, with some reorganisation of text into different sections. There have been few decisions on text, and overall there has been little change in how agriculture is mentioned. However, within the texts agriculture-related terms are sometimes mentioned in only one of several alternative paragraphs, or are in brackets, which put them at risk of being omitted in the final stages of an agreement.

The following sections discuss how agriculture is presently addressed in the key texts within the negotiations in the Long Term Cooperative Action meeting Ad-hoc Working Group (summary below – see [Appendix](#) for more details).

## Text analysis

### A. Shared vision for long term cooperative action (NP52)

1. This is the main 'visionary' document presenting the rationale for cooperative action. There have been no changes in how agriculture has been brought into this text since the last non-papers.
2. Food production is mentioned in the third alternative paragraphs proposed for statements for shared vision in a quote from the current Convention on Climate Change:

*The "shared vision for long-term cooperative action, including a long-term global goal for emissions reductions", integrates the four building blocks of the Bali Action Plan in a comprehensive and balanced manner, that would enhance the full, effective and sustained implementation of the Convention, and achieve its objective as set out in Article 2 of the Convention, including its ultimate objective and the parameters for the achievement of this ultimate objective, that is "to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner"... (NP 52 p 15 §3).*

3. Other mentions are:

- Negative impact on crops (3.3.1),<sup>21</sup> food security (3.4.2) and climate change.
- Role of food production systems in mitigation and adaptation (3.4.3).
- Serious effects of climate change on fisheries, marine and coastal ecosystems (3.11.1).
- Negative effects of climate change on the resilience and productivity of ecosystems (3.11.1).

### B. Adaptation (NP53)

1. This non-paper discusses adaptation programme and framework, public funding and centres for adaptation, discusses NAPAs and insurance for disasters.
2. Agriculture is mentioned as a specific sector in which the NAPAs will catalyse actions (4.1.1)
3. Minimization of threats to food security is mentioned as one of the aims of adaptation, vulnerability reduction and resilience building (4.4.1).

*Adaptation [shall] [should] encompass action to reduce the vulnerability and build the resilience of ecological and social systems and economic sectors to present and future adverse effects of climate change [and the impact of the implementation of response measures] in order to minimize the threats to life, human health, livelihoods, food security, assets, amenities, ecosystems and sustainable development." (NP 53 p3 § 1 Section A)*

4. The text mentions the need to minimize incentives "that encourage maladaptation and unsustainable land uses, and reduce negative economic incentives (e.g. tax breaks) for vulnerable activities" and to create regulatory conditions to facilitate adaptation including land use planning;(4.5.1).
5. At national level adaptation implementation through poverty reduction strategies and rural development strategies is mentioned as a medium term objective (4.8.1).
6. The text still retains "shall", "should" and "may" in the call for specific actions on adaptation, or has bracketed whole sections (e.g. the risk insurance mechanism proposal). In most cases, inserting 'shall' will provide a stronger outcome for agriculture - .e.g. (NP53, p6 §10, IB)

*"10. To enhance adaptation action at national level, all Parties, in line with a country-driven approach and taking into account local and national adaptation plans, as well as gender and ecosystem considerations, [shall] [should] [may] implement specific programmes, projects, activities, strategies and measures, including:*

*... In the medium-term:*

*(i) Action identified in poverty reduction strategies, national communications, technology needs assessments, integrated climate territorial plans and other relevant strategies, including rural development strategies;*

### C. Mitigation: REDD 1b (iii) (NP39)

1. This paper discusses enhanced action on mitigation including general and specific principles, funding sources, coordination and institutional arrangements.
2. Under mitigation in developing countries, agriculture is part of the AFOLU option, the first option only includes forestry (1.1.1). Thus the inclusion of agriculture remains uncertain:

<sup>21</sup> Numbers in brackets refer to location in Appendix, where the full reference is available.

*Developing country Parties should contribute to enhanced mitigation actions in the [forestry sector] [land use, land-use change and forestry sector] [agriculture, forestry and land use sector], and the following activities [shall][should]*

**Option 1**

*include [reducing emissions from deforestation and forest degradation [, maintaining existing carbon stocks and enhancing removals] [or increasing forest cover through afforestation and reforestation], [while promoting][enhancement of carbon stocks through [sustainable forest [and land] management] [sustainable management of forests].] (NP 39 p1 §2 Section 1).*

3. This separation of forestry and agriculture is continued in the discussion of adaptation funding options. The first option discusses only forestry (trust and research and adaptation funds); the second includes funds for sustainable agriculture (1.1.2 and 1.7.1):

*“11. The results-based actions referred to in paragraphs 7 above, including early actions, [should][shall][be supported by] [should be financed by]*

**[Option 2**

*A [flexible] combination of market approaches and funds, depending on host countries’ preferences for actions referred to in paragraph 2 above, such as:*

*(a) A fund [additional to ODA] for [conservation, enhancement of carbon stocks, sustainable management of forests, reducing emissions from deforestation and forest degradation] [, stabilization of forest cover, conservation and maintenance of carbon stocks through sustainable forest management] [, reducing emissions through sustainable land management practices, including forest conservation, sustainable forest management, the avoidance of deforestation, afforestation and sustainable agriculture;] [, capacity-building, technology transfer, policy implementation, etc.]; (NP39, p4 §11).*

**4. Mitigation: Cooperative Sector Approaches 1b (iv) [NP 49]**

1. This paper discusses how cooperative sector approaches should support technology transfer. Under priority areas only agriculture and bunker fuels receive individual treatment.
2. Agriculture is mentioned where sector-specific actions could be used to promote the research, development, application and diffusion, **including** transfer, of technologies, practices and processes to support mitigation. This text is no longer in brackets (2.1.1). However, there is no agreement on the level of compliance - *shall* and *should* are included as alternatives.
3. A paragraph specific to agriculture (2.1.2) has been revised to make clear links to agricultural production systems (not bracketed), food security (bracketed), small and marginal farmers (bracketed) and indigenous/traditional knowledge and practice (bracketed)

**“Agriculture**

*12. All Parties [, reaffirming the objective, principles and provisions of the Convention and taking into account] [specifically taking into account Article 2, Article 3, paragraph 5, and Article 4, paragraph 1 (c), of the Convention, and] their common but differentiated responsibilities and their specific national and regional development priorities, objectives and circumstances, [and that adaptation is of paramount importance to ensure food security,] [shall] [make efforts to enhance mitigation] [in the agriculture sector]:*

*(a) Keep[ing] in mind the need to improve the efficiency and productivity of agricultural production systems [when considering mitigation in agriculture], in a sustainable manner, [taking into account the relationship of agriculture [to][and] food security [and to adaptation], the linkages between mitigation and adaptation, the interests of small and marginal farmers and [indigenous and] traditional knowledge and practices];*

*(b) [[Including] [by] promoting and cooperating] [promote and cooperate] in the research, development, application and diffusion, including transfer, of technologies, practices and processes [[and methodologies] that could contribute to enhance mitigation and adaptation] in the agriculture sector;*

*(c) [Ensuring that cooperative sectoral approaches in the agriculture sector should not result in the creation of international performance standards for the sector or any other measure that may adversely affect sustainable development and result in barriers to or distortion of, the international trade system of goods and products of the agriculture sector;]*

*(d) [Ensuring that cooperative sectoral approaches in the agriculture sector shall not lead to carbon offsets or approaches that adversely impact forest land].” (NP49 pp 3-4 §12)*

4. Paragraph (2.1.2) looks at the need to improve the efficiency and productivity of agricultural production systems, and technology transfer in mitigation and adaptation in agriculture.
5. The proposal to ensure that CSA approaches do not undermine existing trading systems by providing barriers/distortions to market (2.1.2) is bracketed.
6. The proposal to ensure that CSA approaches shall not adversely impact forest land (2.1.2) is bracketed.
7. An **agriculture work programme** is proposed (2.1.3) that covers adaptation and mitigation (both in separate brackets). In previous versions this entire statement was bracketed, it is now unbracketed and therefore uncontested:

*In this respect, requests the SBSTA, at its thirty-second session, to establish a programme of work [to facilitate] [mitigation in the agriculture sector [, considering the links to adaptation]] [on agriculture] [to enhance [the full, effective and sustained] implementation of article 4.1(c)], and invites Parties to submit their views on the [content [and scope] of the] work programme".(NP49, p. 4, §13)*

## Agriculture targets for Copenhagen

Agriculture is now being included in the negotiations texts, with clear links to food security and the role of agriculture in both adaptation and mitigation. However, small and marginal farmers are mentioned only once in the texts. Significantly a work programme on agriculture has been proposed, and agriculture is only one of two sectors specifically mentioned in text on sectoral approaches. However, bracketed options and the use of "may/should/shall" as alternatives in paragraphs leave uncertainty about the final outcome for agriculture. There are six areas which will make for a more effective outcome for agriculture at Copenhagen:

- Securing text under the common vision that explicitly mentions food security and agriculture.
- A COP decision to set up an Agriculture Work programme along the lines of the Nairobi Work Programme on Adaptation at the next session of SBSTA.
- Turning the 'shoulds' into 'shalls' in discussions related to agriculture.
- Creation of NAMAs and a plan for swift integration with NAPAs, through a national climate plan to enable joint focus on adaptation and mitigation in agriculture – if funding streams are kept separate, this will unnecessarily complicate matters – particularly for agriculture.
- The active engagement of developed and particularly developing countries in the agriculture agenda so that the needs of smallholder and poor farmers are considered as central.
- To address food security, poverty reduction and meeting MDGs we need more than one reference to poor and marginal farmers in the text.

## Conclusions and next steps

Whatever the overall Copenhagen outcome there has been progress on agriculture. Open and closed UNFCCC meetings complemented by many side events, have focussed on links between the wider development agenda and agriculture. Awareness has been raised on the importance of agriculture for food security and human wellbeing. These issues take centre stage on 12 December at the Agriculture and Rural Development Day. This will look at the premise that **business as usual is not an option if we are to achieve MDG1 and global food security.**<sup>4</sup>

Transitions to more sustainable agriculture will mean taking action to: use existing resources more economically; farm more flexibly and 'resiliently'; switch to conservation approaches to farming from current approaches that degrade resources, and shift nutritional habits of society's wealthy populations away from highly resource-intensive diets.

The World Development Report 2010<sup>5</sup> on Climate Change and Development sets out ways in which progress can be made towards these transitions, including technical advances, information technology and access to data which will facilitate the more difficult part of creating the vision and political will to make changes, to find the policies and institutions that will allow governance of the global commons that is environmentally sustainable, fair and equitable.

This can also be supported by the proposed SBTA agricultural work programme. Potential questions for the programme include:

- How can mitigation options and risk/insurance mechanisms be designed so that they support the poorest?

<sup>4</sup>[http://www.donorplatform.org/component/option,com\\_docman/task,doc\\_download/gid,1216/Itemid,98/](http://www.donorplatform.org/component/option,com_docman/task,doc_download/gid,1216/Itemid,98/)  
<sup>5</sup><http://go.worldbank.org/ZXULQ9S>  
[www.donorplatform.org](http://www.donorplatform.org)

- How can greenhouse gases and soil carbon be measured cost-effectively at the scales required, enabling an effective response to the carbon market?
- How can adaptation and mitigation be integrated into agriculture and rural development?
- How can NAMAs include agriculture, ensuring their integration into wider development strategies of countries?
- What are the links between climate change and wider global agreements and actions on food security and water security?
- What are the main adaptation strategies and how to better support them through appropriate and coherent funding mechanisms?

## Selected meetings

### Copenhagen

#### Thursday, 10 Dec

- 13:00-14:30 Climate change and food security: unifying commitment and action in land-based sectors (FAO)
- 18:15-19:45 Climate change and sustainable land management (Mali)
- 20:00-21:30 Agricultural mitigation and food security in Africa: Exploring requirements for action (Kenya)

#### Friday, 11 Dec

- 16:30-18:00 Synergies between agricultural mitigation and adaptation to climate change: East African experience (IFPRI)

#### Saturday, 12 Dec

- 08:30-18:00 **Agriculture and Rural Development Day (Platform, CCAFS, CGIAR, KU)**
- 18:15-19:45 Livestock sector evolution: trade-offs with food, feed and biofuels and solutions to deforestation (ILRI)

#### Sunday, 13 Dec

- 09:30-20:00 **Forest Day 3 (CIFOR and partners)**

#### Monday, 14 Dec

- 14:45-16:15 **Beyond Copenhagen: Agriculture and forestry are part of the solution. (IFAP and partners) Room 4, Bella Centre**

#### Tuesday, 15 Dec

- 10:45-12:15 Moving forward in Latin America: Best practices for renewables, efficiency, and climate financing (IDB)

#### Wednesday, 16 Dec

Meeting on Global Research Alliance on Agriculture GHG

#### Friday, 18 Dec

- 13:00-15:00 Agriculture and Climate Change – Towards a global research alliance? EU Pavillion C5EC Research Event

### Post Copenhagen

- 26-27<sup>th</sup> Jan 2010 Platform Annual General Assembly – Session on climate change and agriculture

## Appendix

- I. Agricultural terms analysis of four key non-papers for UNFCCC.

<sup>81</sup>See complete side event and exhibit list for more details and other events related to agriculture – this list is not exhaustive  
[http://unfccc.int/meetings/cop\\_15/side\\_events\\_exhibits/items/5095.php](http://unfccc.int/meetings/cop_15/side_events_exhibits/items/5095.php)

**Table I - Glossary of Terms**

<b>Accra Principles / Accra Agenda for Action</b>	Promotes three development principles: 1. Country Ownership; 2. Effective and Inclusive Partnerships; 3. Delivery and Accounting for Results. Endorsed by developing and developed countries, September 2008.
<b>AFOLU</b>	Agriculture, Forestry and Other Land Uses
<b>AWG</b>	Ad hoc Working Group
<b>AWG-KP</b>	Ad hoc Working Group – Kyoto Protocol (comprises emissions reductions, mitigation)
<b>AWG-LCA</b>	Ad hoc Working Group - Long-term Cooperative Action (comprises shared vision, mitigation, adaptation, technology and finance)
<b>ARD</b>	Agricultural and rural development
<b>Bonn III</b>	The third UNFCCC meeting of the parties in Bonn in 2009 (August 10-14). This meeting was an 'informal' meeting held between the formal sessions.
<b>CDM</b>	Clean Development Mechanism
<b>GDPRD</b>	Global Donor Platform for Rural Development
<b>GHGs</b>	Greenhouse gases
<b>ILWRM</b>	Integrated Land and Water Resource Management
<b>KP</b>	Kyoto Protocol
<b>LULUCF</b>	Land Use, Land-Use Change and Forestry
<b>MRV</b>	Monitoring, reporting and verification
<b>NAMA</b>	Nationally Appropriate Mitigation Actions
<b>NAPA</b>	National Adaptation Programmes of Action
<b>Paris Declaration on Aid Effectiveness</b>	Five commitments: 1. Ownership; 2. Alignment; 3. Harmonisation; 4. Management for Results; 5. Mutual Accountability. Endorsed by developing and developed countries, March 2005.
<b>REDD</b>	Reduced Emissions from Deforestation and Forest Degradation
<b>REDD-Plus</b>	Reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries
<b>SBSTA</b>	Subsidiary Body for Scientific and Technological Advice
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change