

African Bio-Carbon Initiative

Background Document

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Summary of the Bio-Carbon Initiative

Africa wants to partner with the rest of the international community in a truly global effort to meet the profound challenges facing humanity today. In order to do so it is essential that the vital interests of Africa and its people are taken fully into account in the negotiations of a successor treaty to the Kyoto Protocol. The present document summarizes the cornerstones of a proposed African Bio-Carbon/Terrestrial Carbon Initiative (the “Initiative”).

A comprehensive post-2012 climate regime should create incentives for sustainable agriculture and forest management, tree planting, and reducing deforestation and forest degradation. The Initiative calls for the immediate release of funding for research and data collection to improve the knowledge and accounting of carbon sequestration in agricultural systems. Africa stands to gain the most by a comprehensive treatment of agricultural and forest ecosystems under the climate change regime as it represents the only way for many people and communities to participate in and benefit from the carbon market. We refer to this full range of options in the following as bio-carbon.

Vision

The proposed Initiative is to enhance social and economic development and contribute to the MDGs by promoting the following items:

- Reduce climate change impacts and enhance community resilience
- Mitigate climate change
- Access to rural energy and empowerment of rural populations
- Increased agricultural productivity
- Improved food security

Goal

The goal of the Initiative is that the post-2012 climate change frameworks acknowledges Africa’s current efforts and rewards Africa future climate change mitigation in agriculture, forestry and other land-uses; and promotes adaptation.

Objective

To call for release of funding for research and the development of demonstration activities to enhance learning and ensure that agriculture/forestry/land use activities are rewarded and eligible for funding in the international post-2012 framework.

Principles

- **Africa reaffirms its commitment to climate change mitigation.** Africa offers to effectively contribute to climate change mitigation, provided that these efforts are appropriately supported and rewarded by the international community.
- **Full inclusion of terrestrial carbon.** Africa advocates the expansion of eligible categories to benefit from carbon credits and other international incentives in a post-2012 treaty to include sustainable land management.
- **Simple and transparent.** Methodologies for measuring bio-carbon need to be simple enough to allow wide participation. At the same time accounting methods should be applied conservatively to ensure that claimed benefits are real.
- **Poverty reduction and community benefits.** The proposed approach will allow poor communities to improve their landscapes and livelihoods.
- **Adequate and sustainable financing.** Enhanced carbon sequestration and emission reductions need to be reliably and predictably rewarded through a robust finance mechanism.
- **Market and non-market approaches.** The supporting financial mechanisms should be based on a mix of market and non-market based approaches that facilitate the access of local communities to the adopted mechanisms.
- **Mainstreaming.** Climate mitigation and adaptation mainstreamed into countries' development agendas. Africa's development plans should be fully aligned with adaptation and mitigation of climate change.
- **Seeking synergies.** Africa supports the integration of the principles of the CBD, UNCCD, the MDGs, CAADP in new climate change frameworks.
- **Research.** It is essential to further the knowledge about carbon sequestration in above and below-ground biomass of agricultural systems.
- **Capacity building and technology transfer.** Additional investments are needed in human resources development, institutional strengthening, and data collection systems. Technology transfer should be used to support these goals.
- **Prompt start.** It is important to encourage and support without further delay activities that enhance the carbon storage capacity of or reduce further emissions from African agricultural and forest ecosystems.

1 Introduction

Climate change is one of the most serious threats to sustainable development, with adverse impacts expected on the environment, human health, food security, economic activity, natural resources and physical infrastructure. Scientists agree that rising concentrations of greenhouse gases (GHG) in the Earth atmosphere due to human activity are leading to changes in the climate. The Fourth Assessment Report (AR4) of the Intergovernmental Panel on Climate Change (IPCC), completed in November 2007, finds with more than 90% probability that human activities have contributed to recent climate change, emphasizes its already observed and projected impacts, and analyzes various mitigation options.

Africa has contributed to only 3.8% of the GHG concentrations in the atmosphere, yet many of Africa's poor will feel the greatest impacts of climate change. This is because a significant proportion of Africa's poor are smallholder farmers and Africa's agriculture sector is particularly vulnerable to climate change. The fact that African countries lack the means, technology and institutions to effectively adapt to changing climatic conditions and increased risk of extreme weather events further increases the continent's exposure to climate change.

Africa's smallholder farmers suffer from the combination and interaction of economic and social deprivation and the degradation of their land and water resources. They are vulnerable people living in vulnerable places. Declining agricultural yields and drought (exacerbated by climate change) are major drivers of poverty among these populations. Adding to the increased pressures due to climate change, the land use sector is suffering from volatility in commodity prices, and increased pressure for land from commercial agriculture, biofuels and the extractive industries. This combination of pressures has the potential to significantly adversely affect many of Africa's poorest people.

Under such conditions, poverty alleviation strategies must favor the development of agricultural and sustainable resource management practices that will improve the livelihoods of the rural poor and promote adaptation to climate change. Changing agricultural practices, sustainable forest management, and reducing deforestation combine community with climate change mitigation and adaptation benefits.

So far the international climate regime has failed to create the incentives to enhance the carbon storage in African agricultural systems and funding for adaptation to changing climate conditions has been too small to make a difference. The climate regime's focus on industrial emissions has left Africa at the margin of international carbon markets. Funding for adaptation under the UN Framework Convention on Climate Change (UNFCCC) has been established as a tax on mitigation activities in developing countries and is thus imposing additional costs on projects in developing countries. While this tax has the potential to raise USD500m annually, these funds have been slow in forthcoming, are unpredictable, have to satisfy a wide range of adaptation activities. They remain insufficient to meet adaptation needs that are estimated to amount to tens of billions USD/EUR per annum. But adaptation in developing countries is not just an issue of funding, but also of sufficient 'absorptive capacity.' Even if the funding were

available, most developing countries would, at present, not have the capacity to spend it, to carry out all the adaptation needed.¹

The climate regime has the potential, through both market and fund based mechanisms, to provide additional sources of financing for sustainable and carbon enhancing agricultural practices. The carbon market may play a role provided that the climate benefits of carbon sequestration and emissions reductions from land-based carbon are recognized under the UN's carbon market rules, which is currently not the case. Until now the carbon market has largely bypassed African nations. Despite the rapid growth of global carbon finance transactions, by September 2008 there are only three CDM projects located in Sub-Saharan Africa not counting South Africa.

The next climate change agreement is currently under negotiation and the time to raise the need for financing African adaptation and mitigation activities is now. A full eligibility of land-based (terrestrial or bio-) carbon would allow Africa to contribute to climate change mitigation while opening the doors to benefit from mitigation and adaptation finance. It is essential that African countries understand the potential of sequestering carbon in agricultural systems and that resources are mobilized for research and demonstration activities.

To mobilize private funding, it would be essential that a future climate treaty value the full spectrum of terrestrial carbon in the developing world, including agriculture, agroforestry, and forests of all kinds. The multiple co-benefits of wise use of forest and land including fresh water, biodiversity and local climate stability are also essential to Africa. The climate regime should incentivize sustainable agriculture and forest management, tree planting, and reducing deforestation and forest degradation. Africa stands to gain the most by a comprehensive treatment of agricultural and forest ecosystems under the climate change regime as it represents the only way for many people and communities to participate in and benefit from the carbon market or other incentive systems. We refer to this full range of options in the following as bio-carbon.

The proposed **Bio-Carbon Initiative** seeks to ensure that the successor to the Kyoto Protocol values the contribution that sustainable agriculture, forestry and agro-forestry can make to climate change mitigation. It calls for investments in research and demonstration activities. Carbon markets and new financial mechanisms that reward improved agricultural and forest-management practices will also help Africa's poor to adapt to climate change. African countries are called upon to join forces to develop a comprehensive approach and negotiating position that mobilizes funding for relevant research without further delay and leads to a broad inclusion of bio-carbon in the next climate change agreement.

¹ Benito Mueller (2008), International Adaptation Finance: The Need for an Innovative and Strategic Approach, Oxford Institute for Energy Studies, EV42, June 2008.

2 Why Bio-Carbon Matters for Africa

- *Africa's poor are badly equipped to deal with climate change and particularly vulnerable to its effects.*
- *Climate change will add to the already existing pressure on the livelihood of Africa's rural communities and put volatile food supply under additional stress.*
- *Low investment has led to agricultural productivity in sub-Saharan Africa being the lowest in the world.*
- *Funding under the UNCCD and UNFCCC is inadequate to finance adaptation to a changing climate.*
- *Recognizing the urgent need to assist Africa's rural poor, a future climate regime should make full consideration of the adaptation needs and mitigation potential of Africa's agricultural systems.*

2.1 Making the Case for Engagement

Agriculture, Vulnerability and Climate Change

Over 300 million people in Africa live in extreme poverty, a great proportion of which live in rural areas where their livelihoods depend on the consumption and sale of agricultural and other natural products. There is a high correlation among poverty, resource degradation, and rural livelihoods. About two-thirds of the rural poor live in ecologically vulnerable areas. And of these, a high proportion live in drylands, 250 million of whom are directly affected by desertification and drought.

The verdict of the IPCC is that extreme weather events, such as cyclones, riverine flooding, hail and droughts will increase in frequency and severity over the next decades.² While the direct correlation between climate change and agricultural productivity is still unclear, the climate related effects such as desertification and sea-level rise will impact the ecosystem services upon which humans depend for their well-being. The IPCC projects major changes in ecosystem structure and function, species' ecological interactions and shifts in species' geographical ranges, with predominantly negative consequences for biodiversity and ecosystem goods and services, e.g. water and food supply. At lower latitudes, especially in seasonally dry and tropical regions, crop productivity is projected to decrease for even small local temperature increases (1 to 2°C), which would increase the risk of hunger.³

Africa is particularly vulnerable to climate shocks. A significant proportion of Africa's poor are smallholder farmers suffering from the combination and interaction of economic and social deprivation and the degradation of their land and water resources. Climatic variability assumes even greater importance when it is considered that agriculture in Eastern and Southern Africa is primarily dependent on rainfall. Only 12.6 million hectares representing about 2% of the potential irrigable land area of 596.7 million hectares is currently under irrigation in the member countries of Common Market for Eastern and Southern Africa (COMESA).

² IPCC Fourth Assessment Report (2007), Synthesis Report, Geneva, chapter 1.1.

³ IPCC Fourth Assessment Report (2007), Synthesis Report, Geneva, chapter 3.3.

It is predicted that with climate change, the length of the growing period will change as will the frequency and variability of droughts and flash floods. Already now Sub-Saharan soils are highly variable, degraded, eroded and deficient in key nutrients⁴ and relatively small shifts in rainfall patterns can have severe consequences for local agriculture. The loss of fertile soils coupled with increasing uncertainty and variability in rainfall and droughts is thus putting Africa's volatile food supply under additional stress. According to the IPCC AR4, in some African countries, yields from rain-fed agriculture could be reduced by up to 50% by 2020. Agricultural production, including access to food, in many African countries is projected to be severely compromised. This would further adversely affect food security and exacerbate malnutrition.⁵

The effects of the climate crisis will add to the already existing pressure on the livelihood of Africa's rural communities which have little means to adapt, little government support and no means to invest in alternative practices or improved technologies. Climate change is thus not only a direct threat to the survival of much of the world's biodiversity, but it is also deteriorating the ecosystem services upon which humans depend for their well-being. The World is not well prepared to deal with such additional stress. Crop yield increases have levelled off since the 1990s and the world's food stocks are already at historical lows due to a combination of rising demand and crop substitution. Much corn is now converted to ethanol for biofuels, rather than being used for human and animal consumption, and productive farmland is being lost due to environmental degradation and urbanization. To aggravate the problem agricultural yields are heavily dependent on high fertilizer use, which links food production also through the energy cycle to climate change. The need to achieve greenhouse-gas reductions will increase energy costs, making it more difficult to maintain the per capita food yield gains of the previous century.⁶

As if that was not enough, the rapid price increases for agricultural products are causing additional stress for the urban and rural poor in regions dependent on food imports. Net food-importing, low-income countries are struggling to pay their food import bills, which diverts money from other needed investments.⁷ The Food and Agriculture Organization of the United Nations (FAO) food price index (FPI) increased by 56% between March 2007 and March 2008. Unlike in the past where prices of only a few commodities have been affected, the recent price surge has affected most food commodities.⁸ If sustained, reduced crop yields and raising prices for crops can thus seriously undermine political and economic stability, especially in the poorest part developing world.

Financial and Investment Gap

Low agro-potential, low use of inputs, lack of markets, and low investments in agricultural and rural development has led to agricultural productivity in sub-Saharan Africa being the lowest in the world. A key factor responsible for low supply of food in

⁴ ASARECA (Association for Strengthening Agricultural Research in Eastern and Central Africa). 2008. Responding to the food price crisis in Eastern and Southern Africa: Policy options for national and regional action. ASARECA, Entebbe.

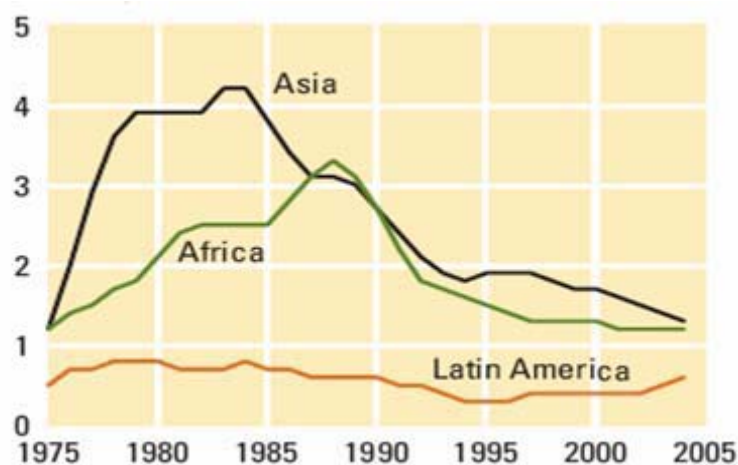
⁵ IPCC Fourth Assessment Report (2007), Synthesis Report, Geneva, chapter 3.2.

⁶ Alan Dupont (2008), The Strategic Implications of Climate Change, *Survival*, 50:3, 29 – 54.

⁷ ASARECA (Association for Strengthening Agricultural Research in Eastern and Central Africa). 2008. Responding to the food price crisis in Eastern and Southern Africa: Policy options for national and regional action. ASARECA, Entebbe.

⁸ FAO (2008); International Commodity Price database published in 2008; Accessed in May 2008; <http://www.fao.org/es/esc/prices>.

Eastern and Southern Africa has been the low level of public sector investment in agriculture. Spending on agriculture relative to agricultural GDP is low. In 2005 only Ethiopia and Malawi (and recently joined by Angola) spent 10% or more of their total expenditure in agriculture among the 19 COMESA countries.⁹ The underinvestment is reflected by a low level of official development assistance (ODA) targeted to strengthen African agriculture. ODA has been on the decline for the last two or so decades (Figure 1).¹⁰ The under investment by governments and donors has translated to low investment in public agricultural research, rural infrastructure and rural development in general. Research intensities, i.e. agricultural research and development (R&D) spending as a percentage of agricultural GDP, show that countries in sub-Saharan Africa invested 0.72 of their agricultural GDP in agricultural R&D as compared to 2.36 for developed countries in 2000.¹¹



Source: World Bank (2008).

Figure 1: ODA to agriculture by region, 2004 US dollars billions.

Food Crisis: International Call for Action

In a message to the Ministerial Meeting of the Non-Aligned Movement in Tehran, Iran, on 29 July 2008, UN Secretary-General Ban Ki-moon urged a successful conclusion to climate talks in Copenhagen in 2009, noting that progress towards the Millennium Development Goals and ensuring food security have been severely undermined by climate change. The food crisis is turning back the clock on development gains, especially for the world's 450 million small-scale farmers. Ban Ki-moon has stressed the need for a global partnership for food that works towards reducing agricultural subsidies in developed countries; reversing the deplorable downward trend in agriculture's share of official

⁹ ASARECA (Association for Strengthening Agricultural Research in Eastern and Central Africa). 2008. Responding to the food price crisis in Eastern and Southern Africa: Policy options for national and regional action. ASARECA, Entebbe.

¹⁰ World Bank, (2008); Rising Food Prices Threaten Poverty Reduction; World Bank; Online access: <http://go.worldbank.org/QLBJFC7XIO>; World Bank, 2008; "Rising Food Prices: Policy Options and World Bank Response". http://siteresources.worldbank.org/NEWS/Resources/risingfoodprices_backgroundnote_apr08.pdf.

¹¹ ASARECA (Association for Strengthening Agricultural Research in Eastern and Central Africa). 2008. Responding to the food price crisis in Eastern and Southern Africa: Policy options for national and regional action. ASARECA, Entebbe.

development assistance; reversing years of underinvestment in agriculture and rural development; and successfully concluding the Doha Round of global trade negotiations.¹²

A series of recent meetings highlighted the need to increase investment in agriculture as a means to tackle the perceived food price crisis. In May 2008, the African Union co-sponsored a workshop with the New Partnership for Africa's Development (NEPAD) to build a coordinated African response to high food prices on the continent using the framework of the Comprehensive Africa Agriculture Development Programme (CAADP). Workshop participants highlighted that high food prices on the continent exposed the long-term under-investment in agriculture and called upon all stakeholders to devise and implement measures to improve food security in Africa.¹³ NEPAD launched CAADP in 2002 to address the pressing landscape and livelihood needs of the African continent. It builds on four pillars of action thought to most rapidly improve the productivity, competitiveness, and development potential of African agriculture (i.e., Land and Water Management, Rural Infrastructure, Food Security, and Agricultural Science & Technology). While recognizing its own role as a facilitator and catalyst for resource mobilization, NEPAD assigned the major responsibility for implementation to the regional economic communities (e.g., COMESA) and their member countries. Implementation is directed to improving the conditions necessary to achieve CAADP goals for agriculture and sustainable natural resource management – and the contribution that achievement in these areas can make to the Millennium Development Goals and to sustainable socio-economic growth at national, regional, and continental levels in Africa.

A high-level FAO conference on world food security and the challenges of climate change and bio-energy was held in early June 2008 and was attended by officials from 181 countries. The summit's final declaration adopted by acclamation reads: *'There is an urgent need to help developing countries and countries in transition expand agriculture and food production, and to increase investment in agriculture, agribusiness and rural development, from both public and private sources'*.¹⁴ The FAO Regional Conference for Africa was held in the third week of June 2008 in Nairobi, with food security at the top of its agenda. The meeting highlighted that slow growth in agricultural production caused food insecurity. The Director General of FAO, Dr Jacques Diouf, explained that African agriculture still faces many constraints, including undercapitalization which makes it inefficient and uncompetitive.¹⁵

¹² <http://www.un.org/News/Press/docs/2008/sgsm11724.doc.htm>

¹³ AU-NEPAD (African Union-New Partnership for Africa's Development) (2008). To accelerate investments in response to high food prices and resulting food insecurity. Draft communiqué from AU-NEPAD Food and Nutrition Security Workshop.

¹⁴ FAO (2008), Soaring Food Prices: Facts, Perspectives, Impacts and Actions Required; Background paper to the High-Level Conference on World Food Security: The Challenges of Climate Change and Bioenergy; Rome, 3 - 5 June 2008.

¹⁵ R. Opondo (2008), Africa: Food security tops continent regional summit agenda. BuaNews. (Available from <http://allafrica.com/stories/200806170339.html>)

2.2 Support for Agriculture through the UNFCCC and UNCDD

Unable to adapt and more exposed to natural resources stress than other countries, Africa will disproportionately suffer from climate change. At the same time, the continent's contribution to global climate change is limited to 3.8%.¹⁶

As industrialized nations must take a major share of responsibility for creating the climate crisis, they should facilitate developing countries' participation in international efforts addressing the problem without sacrificing their aspirations for development. According to the Polluter Pays Principle, as well as the principle of "*common but differentiated responsibilities*", as included in Principle 7 of the Rio Declaration, financial transfers from industrialized to developing countries are to help developing nations implementing environmental policies and projects.¹⁷ The Principle of Common But Differentiated Responsibilities is founded on the understanding that effective action based on environmental regimes has to take into account not only who is responsible for the problem but also the ability of a country to act and its exposure of negative consequences of [non] acting. Based on these principles it is imperative that the global community makes a commitment to support poor nations in contributing to mitigating climate change as well as to adapting to its consequences.

Bearing in mind that agriculture and forests support the livelihoods of millions of poor people around the globe, international policies aiming to protect these ecosystems need to be carried out with a strong recognition of the social implications involved. The political marginalization of poor communities, who are often the most vulnerable to environmental degradation, is a recurrent theme. The stronger appreciation of the vulnerabilities of rural communities to environmental degradation could help highlight the importance of conserving ecosystem and sustainably using agricultural soils. By considering mitigation and adaptation to climate change as two major challenges that cannot be addressed separately, the need to focus efforts on vulnerable populations should become a guiding principle of international efforts.¹⁸

Adaptation

Thematic Programme Networks under the UNCCD promote agroforestry and soil conservation in Africa. Acting as financial mechanism for both the UNFCCC as well as the UNCCD, the Global Environment Facility (GEF) expects to invest more than USD250 million over the next three years in projects that integrate sustainable land management into national development and implement innovative sustainable land management practices internationally.

¹⁶ IPCC Fourth Assessment Report (2007), Synthesis Report, Geneva.

¹⁷ Principle 7 of the Rio Declaration states that "*in view of the different contributions to global environmental degradation, States have common but differentiated responsibilities. Developed countries have acknowledged the responsibility that they bear in the international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command.*"

¹⁸ For REDD: David Huberman, 2007, REDD and Poverty: The social implications of reducing emissions from deforestation in developing countries, On behalf of the Poverty and Environment Partnership (PEP), IUCN – The World Conservation Union.

Besides the GEF Trust Fund, which in the climate change arena has predominantly supported mitigation projects since its inception, three special funds, two under the UNFCCC and one under the Kyoto Protocol, have been set up to provide additional support for adaptation measures. Under the UNFCCC, the Special Climate Change Fund (SCCF) was established to finance projects related to, inter alia, adaptation, while the Least Developed Countries Fund (LDCF) was created to support a work program for least developed countries. Both are currently operated by the GEF. Under the Kyoto Protocol, the Adaptation Fund was launched this year, to support concrete adaptation projects and programs, financed from a share of proceeds from the Clean Development Mechanism (CDM) and other voluntary sources.

African climate negotiators have reiterated their call for financial support for adaptation. While it is difficult to estimate the financial needs of adaptation, estimates indicate that tens of billions annually will be required to finance the costs faced by economies to adapt their societies to climate change.¹⁹ The existing funding sources (Table 1) are orders of magnitudes too small to meet the projected costs even under the most conservative cost projection.

<i>Fund</i>	<i>Pledged</i>	<i>Received</i>
SCCF(1)	USD7.8m	USD49.3m
LDCF(2)	USD57.1m	USD49.3m
GEF Adaptation		USD50.0m
Total Grants	USD 64.9m	USD148.6m

Table 1. Multilateral Adaptation Funding: Fiscal Payments

Sources: (1) World Bank (2007) adaptation only, (2) World Bank (2007), total (incl. mitigation), (3) UNDP (2007), adapted from B. Mueller (2008) International Adaptation Finance: The Need for an Innovative and Strategic Approach.

Mitigation

Participation of developing countries in the compliance framework of the international climate change regime is limited to the CDM created under the Kyoto Protocol. The CDM allows converting GHG emission reductions in developing countries into carbon credits that industrialized countries can use for complying with the emission targets set under the Kyoto Protocol. Over the last eight years, the CDM has been the lynchpin of the international carbon market not only channeling over USD7bn into developing country projects, but also acting as link between the Kyoto Protocol compliance system and regional carbon markets (such as the market created by the EU Emission Trading System).²⁰

Carbon finance has the potential to contribute to the development of forestry, agricultural and bioenergy activities in Sub-Saharan Africa. Despite the rapid growth of global carbon finance transactions, by September 2008 only three projects of 1150 registered CDM projects were located in Sub-Saharan Africa (outside of South Africa). The low level of industrialization in most African countries limits the potential of energy related CDM

¹⁹ Benito Mueller (2008), International Adaptation Finance: The Need for an Innovative and Strategic Approach, Oxford Institute for Energy Studies, EV42, June 2008.

²⁰ Karan Capoor, Philippe Ambrosi (2008), The World Bank State and Trends of the Carbon Market 2008 Washington, D. C. May 2008

projects. The Nairobi Framework adopted under the UNFCCC at the occasion of the 12th session of the Conference of the Parties to the UNFCCC aims to help developing countries, especially in sub-Saharan Africa, to improve their level of participation in the CDM. But as long as agriculture and improved land-use cannot yield carbon credits, it is unlikely that Africa will benefit much from carbon finance.

2.3 Case for the Bio-Carbon Initiative

Sustainable agriculture and forest management has the chance to consolidate the adaptation and mitigation efforts by African nations. Ecosystems can contribute to climate change migration by reducing emissions as well as by enhancing sequestration. They support adaptation by promoting agroforestry systems that have a greater resilience than competing land-uses making them a good strategy for jointly addressing climate change adaptation and mitigation. Furthermore, its income generation potential for local populations makes agroforestry a particularly interesting option from a poverty reduction perspective.²¹

The next round of international climate change negotiations is underway. Incentivizing the reduction of emissions from deforestation and forest degradation in developing countries (REDD) is already firmly on the agenda of a post-2012 international agreement. REDD provides a unique opportunity for forest nations to be rewarded for forest protection and stewardship. But REDD forms part of a larger land-use problem and an exclusive focus on REDD risks to leave many countries and rural communities once more at the margins of international climate markets. It is therefore important that we understand and reward the climate benefits of sustainable agriculture, agroforestry, and forest management will be rewarded in a future international agreement. Only a broad agreement on bio-carbon can ensure that land-use changes and practices in developing countries will be included in mechanisms that promote research, reward climate benefits, and linked to international carbon markets. Only when this happens will African countries be able to fully benefit from the emerging global carbon markets.

There are a number of aspects of current international and national climate change policy that are to be improved to extend existing and future incentive systems to African economies. The list includes the need to: (i) expand the scope of the CDM to include a broader range of project types from the agricultural and forest sector; (ii) promote research to create incentives for Africa's contribution to climate change mitigation by improving agricultural and land-use practices; (iii) open domestic emission trading market to bio-carbon credits; (iv) ensure the international and national rules allow stakeholder participation and benefit sharing; and (v) ensure national policy addresses issues of land title and rights to carbon credits. The proposed Bio-Carbon Initiative aims at developing and promoting an integrated policy framework to incentivize the switching to carbon sequestering agricultural techniques such as agro forestry or improved tillage and fallow practices. The Bio-Carbon Initiative defines a strategy to promote the interest of agricultural based economies in the context of the UNFCCC.

²¹ S.T. Kandji, L.V. Verchot, A. Boye, M. van Noordwijk, T.P. Tomich, C. Ong, A. Albrecht, and C. Palm, C. (2006), Opportunities for linking climate change adaptation and mitigation through agroforestry systems, in D. Garrity, A. Okono, M. Grayson, and S. Parrot, (eds.) World Agroforestry into the Future. World Agroforestry Centre.

3 UNFCCC and Carbon Markets

- *The treatment of forestry, agriculture and other land uses under the UNFCCC and the Kyoto Protocol fails to incentivized emission reductions or carbon sequestration in developing countries.*
- *Under the CDM only afforestation/reforestation projects are eligible to generate carbon credits. Projects are burdened with cumbersome and limiting rules creating heavy barriers for forest carbon to reach the market.*
- *The currently largest emission trading scheme, the EU ETS, bans forest carbon from compliance use.*
- *The future of forest carbon may however be brighter with consideration of forestry under a future US ETS likely and with acceptance of forest carbon under regional and voluntary carbon schemes.*
- *Africa has suffered more than other regions from the limitations of forestry CDM. With limited potential for industry carbon projects, the consideration of bio-carbon provides the largest opportunity for African carbon markets and the participation in a climate change regime in general.*

3.1 Treatment of Bio-Carbon under the UNFCCC and the Kyoto Protocol

The international community negotiated the United Nations Framework Convention on Climate Change (UNFCCC) and its Kyoto Protocol with the objective of confronting the trend of rising GHG concentrations in the atmosphere and to ultimately reverse it. The two treaties provide a negotiation platform, an institutional framework and the technical infrastructure necessary to define international solutions to tackle climate change.²² During negotiations of the Kyoto Protocol and further negotiations on a framework for forestry projects, Parties did not reach consensus on how to integrate forestry related carbon fluxes into the climate change regime. Neither the UNFCCC nor the Kyoto Protocol define a system which creates strong incentives for carbon storage and mitigation of emissions from tropical forests, both instruments acknowledge however the vital role that forests play for the global climate. Several articles in both of these agreements make explicit reference to sinks. The UNFCCC recognizes that all sinks and reservoirs of greenhouse gases have an important impact on terrestrial and marine ecosystems.²³ The convention's objective of "*stabilization of greenhouse-gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system*"²⁴ should be reached inter alia by the capacity of sinks to reduce the concentration of greenhouse gases in the atmosphere.²⁵

²² See for more background: Charlotte Streck, Sebastian Scholz (2006), *The role of forests in global climate change: whence we come and where we go*, International Affairs 82 (5), p. 861-879.

²³ UNFCCC Preamble, para. 4

²⁴ UNFCCC, Art. 2

²⁵ In addition, especially the following articles are of specific interest under the UNFCCC: Art. 4.1 (a) obligates Parties to establish greenhouse gases inventories of anthropogenic emissions by sources and removals by sinks, Art.4.1 (b) prompts the formulation of regional programs to mitigate climate change by addressing emissions by sources and removals by sinks, Art. 4.2 (c) stipulates cooperation in the development and transfer of technology that reduces emissions from, amongst others, forestry, and Art. 4.1(d) promotes the sustainable management and the conservation and

Dealing with forest conservation under the Kyoto Protocol has always been a source of disagreement among negotiators. Fundamentally, the camps were divided about the role of forestry in meeting the Parties' commitments. Should Parties be allowed to offset emissions occurring in other sectors with removals from forestry or should the effort to combat climate change be concentrated on the strict reduction of emissions from, primarily, the use of fossil fuels?

The Kyoto Protocol creates obligations on developed countries to cut emissions and creates opportunities for developing countries to generate GHG emission reductions and sell them to developed countries and their companies. Articles 3.3, 3.4 of the Kyoto Protocol make provisions for the inclusion of carbon sequestration from land use changes and forestry. Article 3.3 of the Kyoto Protocol describes land-use change and forestry activities that require GHG emissions by sources and removals by sinks to be accounted for by industrialized Parties in the first commitment period (2008-2012). These activities are restricted to afforestation, reforestation, and deforestation. Under Article 3.4 of the Kyoto Protocol countries include other land use activities, including forest management, cropland and grazing land management and revegetation.

At the 7th and 9th Conference of Parties to the UN Framework Convention on Climate Change in 2001/2003, the Parties to the UNFCCC adopted a detailed set of rules for the inclusion of sinks in the CDM. Eligible bio-carbon project activities were limited to afforestation and reforestation (A/R) and the use of credits generated by A/R projects was capped to the equivalent of 1% of any industrialized country's 1990 emissions. Carbon credits from A/R projects were decided to be temporary in nature. These rules were based on two main fears amongst some developed countries and NGOs. The first fear was that supposedly cheap carbon credits from avoided deforestation credits would flood into developed countries and undermine the carbon credit market and emission reductions in the energy sector. The second fear was that forest carbon (and other bio-carbon) is not "permanent" – i.e. that there is a risk that the trees would be destroyed and climate benefits reversed. Concerns also related to methodological insecurities that made accurate accounting for forest carbon difficult.

Beyond these limitations, the continued fears led to an extremely complex set of rules to address the risks of forestry CDM projects. The rules and procedures are so cumbersome, lengthy, and cryptic that it is almost impossible to apply them and develop the relevant project documentation without the help of external experts. They effectively excluded forestry from the carbon market: five years after the adoption of the CDM A/R rules, there is only one forestry project registered under the CDM. This project is located in China.

enhancement of carbon sinks and reservoirs. In Art. 4.2 (d) finally, the Parties of the UNFCCC committed themselves to adopt national policies to mitigate climate change also by protecting and enhancing their greenhouse gas sinks and reservoirs.

3.2 Treatment of Bio-Carbon in Domestic Carbon Trading

Europe

The European emission trading scheme (ETS) is the main driver of the actual carbon credit market. While allowing carbon credits from industrial CDM to be used for compliance under the EU ETS, credits generated by forestry activities are not allowed into the EU ETS. The reasons for exclusion relate to the alleged temporary nature of biological sequestration; the prioritization of industrial emission reduction within the EU; methodological insecurities; and the risk of market flooding. The rules governing the EU ETS are currently undergoing a review that will determine what the rules will look like after 2012. A number of European governments and a growing fraction of the European Parliament would like to allow forest carbon into the system. Unfortunately a handful of European governments, NGOs, and, most importantly, the European Commission continue to reject the support of bio-carbon in the context emissions trading. It is therefore unlikely that the EU will lift the ban on forest carbon soon.

United States

The US, on the other hand, has traditionally been much more open towards bio-carbon projects and credits. The US has large tracts of forested land, and its people and government have a closer affinity with conservation as part of the broader environmental agenda. The very strong farm lobby also has a vested interest in agriculture and other land based carbon projects.

This different social and political approach to forests is reflected in both the US position in the Kyoto negotiations (where it was an advocate for bio-carbon in general) and in some of the draft US legislation for a US ETS. The most advanced piece of federal legislation (that was recently defeated in the US senate) was the Lieberman - Warner Climate Security Act (CSA). The last version of the bill included provisions allowing the use of credits from international forest carbon activities that included reducing emissions from deforestation and degradation, forest restoration, forest management, and afforestation. The amount of credits that could be used from international forestry was *twice* the amount they could use from international non-forestry projects, which would have translated into forestry credits corresponding to up to 587 million tons of CO₂e emissions reductions being eligible to be imported into the US in the first year the bill would have come into force. While this bill was defeated, it does give an indication of the direction the US legislature is heading when it considers climate change legislation that is expected to be re-introduced in 2009 or 2010.

In addition to the federal legislation the US has a number of state based emissions trading regimes in place and under development. The Regional Greenhouse Gas Initiative (RGGI) which covers a number of north eastern states allows the importation of international credits if the domestic price for credits gets too high, and may allow bio-carbon credits. The Western Climate Initiative (WCI) which includes a number of western US states as well as some Canadian provinces will be bigger than RGGI.²⁶ The WCI is being designed

²⁶ The WCI includes the US states of Arizona, California, Montana, New Mexico, Oregon, Utah, and Washington and the Canadian provinces of British Columbia, Manitoba, Ontario, and Quebec together with an additional 13 "observer" states and provinces in the US, Canada and Mexico. RGGI

at the moment, but the recently released design recommendations suggest the system allow significant amounts of international offsets and does not appear to ban CDM forestry credits. Other bio-carbon credits are also likely to be eligible if admitted into the CDM. The rules on admitting non-CDM international credits are not clear yet. This new system will start in 2012 and could represent a significant demand for African bio-carbon credits even if the US stays outside the UN regime and does not pass federal cap-and-trade legislation.

Other Initiatives

Looking at the further development of the international carbon market rules, there are some grounds for optimism in the sector moving forward. The recently launched Voluntary Carbon Standard has addressed the project eligibility and crediting problems of the CDM, but is a voluntary market standard so does not solve demand problems or recognition within the formal carbon market. In addition to the voluntary market, there are a range of existing or planned regional emission trading legislative initiatives that include reference to bio-carbon. The allowed use of bio-offsets differs from bill to bill as to what type of offsets are allowed, how many offsets are allowed to be used by the regulated entity to meet its cap, and if offsets from outside of the main market are allowed. The flurry of different proposals evidences the spread of emission trading systems and, within those systems, the increasing acceptance of forestry offsets.

- In 1997, the Oregon state governor signed into law the first ever legislative carbon dioxide emissions regulation passed in the United States. The Climate Trust is recognized as a “qualified organization” under the statute, and has been implementing offset projects since 1997. The Climate Trust is a non-profit organization that invests funds into projects that reduce GHG emissions or sequester carbon in forest ecosystems.
- Established in 2001 by California legislation, the California Climate Action Registry is a non-profit public/private partnership that serves as a voluntary greenhouse gas registry to protect, encourage, and promote early actions to reduce greenhouse gas emissions.
- The Chicago Climate Exchange (CCX) falls technically under the voluntary offset market although companies that subscribe to CCX contractually assume GHG limitation commitments. CCX recognized a wide range of bio-carbon offsets.
- In Australia, the New South Wales Greenhouse Gas Abatement Scheme (NSW Scheme) places mandatory emission targets on electricity retailers and large energy users in the NSW electricity market. The NSW Scheme was the first operational emissions trading scheme to recognise forestry sink projects.
- Under the US North Eastern Regional Greenhouse Gas Initiative each regulated entity covered by the RGGI program may use offsets equal to 3.3% of its carbon dioxide emissions for a given control period, equivalent to approximately half of a source’s emissions reduction requirement. Afforestation is currently the only land-use activity that is eligible for offset credit under the Model Rule, although other project types may be added in the future.

has 10 participating states; Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Rhode Island, and Vermont.

- The California Global Warming Solutions Act of 2006 (formerly Assembly Bill (AB) 32) was signed into law by California Governor Schwarzenegger in September 2006. It has not yet been determined how the Act will address offsets.

Amongst the potential buyers of credits generated by the non-Kyoto market are the Chicago Climate Exchange (CCX), New South Wales Greenhouse Gas Emission Scheme, Regional Greenhouse Gas Initiative (RGGI), Australian Global Forest Fund, or The Oregon Climate Trust.

3.3 Africa and the Carbon Market: Current Status

Africa has largely been excluded from the carbon market. On 3rd September, 2008 Yvo de Boer, UNFCCC Executive Secretary, lamented that Africa has benefited the least from the current climate change regime, and that only 27 of the 1156 registered CDM projects are in Africa. He explained that CDM investment tends to flow to large developing countries with a strong industrial base, that there is little demand for forest projects (one area of potential participation in Africa) because they are excluded from the EU ETS, and because institutional capacity is lacking in Africa.

In addition to the discrimination against bio-carbon in Europe and lack of capacity in Africa, there are a number of intrinsic problems with the current UN carbon market system that have resulted in the paucity of CDM projects in Africa.

Firstly, the CDM has been dominated by industrial and energy related projects, but the low level of industrialization in most African countries limits the potential of energy related CDM projects. This may change over time if African development follows Western trends of fossil fuel consumption and energy inefficient transport, but in the short to medium term the greatest opportunities for carbon finance to make a difference in Sub-Saharan Africa will likely remain in the land use sector.

Secondly, as noted in section 3.1 above, bio-carbon projects are heavily discriminated against in the CDM rules which only recognize A/R projects, pushing agriculture, improved forest management, and reducing emissions from deforestation into the much smaller voluntary carbon market.

However, the reason why Africa does not benefit from the carbon market is more complex than the discriminating and unfair trade barriers set out above.

An additional reason why carbon finance has not reached the agricultural sector in Africa is linked to an incompatibility between traditional carbon finance modalities that focus on maximizing the return for carbon buyers and the needs of projects implemented by rural communities. Until now the carbon market is largely buyer and industry driven. When engaging in a carbon project, buyers and investors seek to maximize their profits and minimize their risk, whereas projects in rural Africa traditionally score low in potential profit and high in risk.

Community driven projects are typically characterized by large areas of land with potentially large numbers of stakeholders, high transaction costs, the need for upfront project finance and technical assistance to develop the project, the need for long term project performance to generate and maintain carbon credits, and long lead times before

carbon credits are generated. Most land-use based projects typically take a number of years before they start to generate any credits at all, which is particularly true for agriculture, A/R, and many forest management projects – some of which may even emit more CO₂ than that they sequester in the first few years. REDD projects are a potential exception to this; provided that rules are negotiated in a favourable manner REDD projects could potentially generate credits fast. However the potential for Eastern and Southern countries in Africa to benefit from REDD activities is limited.

The discrepancy in investment goals of buyers and on the ground investment opportunities in Africa is compounded by additional social and economic problems stemming from poverty, weak governance, low levels of investment and a general lack of resources and capacity.

Finally, legal challenges are also particularly prominent when implementing agricultural and forestry projects in Africa. Most of the land is often presumed to be Government owned and there are often no formal recordings of land rights and no legislative arrangements under which non-land owners use land. This can be further complicated by local custom and tradition which often dictate ownership and use rights but may be complicated by a lack of records and disputes. On the ground due diligence is therefore needed, but this can be further complicated when rights can be claimed by absent individuals who may claim historic ties and rights to lands. As a result the “legitimate” owners of the carbon from bio-carbon project can be difficult to clearly identify even when local communities’ existing rights to the land or access to natural resources are taken into account.

4 The Bio-Carbon Initiative

Unless all countries do their part, humanity will fail to avoid catastrophic climate change. Africa wants the opportunity to partner with the rest of the international community in a truly global effort to meet the profound challenges facing humanity today. In order to do so it is essential that the vital interests of Africa and its people are taken fully into account in the negotiations of a successor treaty to the Kyoto Protocol.

4.1 Objective

The objective of the Bio-Carbon Initiative is to mobilize sustainable financing for Africa's rural poor while maximizing Africa's contribution to climate change mitigation and the adaptation of Africa's ecosystems to climate change. The immediate threat that climate change poses to Africa requires that financial resources are made available for vulnerable and rural communities to be able to adapt to a changing climate.

The Bio-Carbon Initiative seeks to ensure that the successor to the Kyoto Protocol values the full spectrum of terrestrial carbon in the developing world, including agriculture, agroforestry, and forests of all kinds. The multiple co-benefits of wise use of forest and land including enhanced food security, fresh water, biodiversity and local climate stability are also essential to Africa.

The IPCC confirms that mitigation options in agriculture may encourage synergy with sustainable development and with reducing vulnerability to climate change, thereby overcoming barriers to implementation. Sustainable land-use aligns the objectives of climate change adaptation and mitigation agendas. The Bio-Carbon Initiative promotes a coordinated approach to ensure that land-use practices enhance soil fertility, reduce erosion, preserve watersheds and biodiversity, while reducing the loss of terrestrial carbon and enhance the sequestration of carbon in soils and above-ground biomass.

The Bio-Carbon Initiative recognizes the need for research and data collection to ensure the accurate accounting of climate benefits from sustainable agriculture and forestry. It is designed as part of Comprehensive Africa Agriculture Development Programme (CAADP) and in accordance with the principles of the UN Convention to Combat Desertification whose purpose is to extend the area under sustainable land management with a view to improving agricultural productivity and related livelihoods.

The proposed Initiative is to enhance social and economic development and contribute to the MDGs by promoting the following items:

- Reduce climate change impacts and enhance community resilience
- Mitigate climate change
- Access to rural energy and empowerment of rural populations
- Increased agricultural productivity
- Improved food security

4.2 Principles

- **Africa reaffirms its commitment to climate change mitigation.** Africa offers to effectively contribute to climate change mitigation, provided that these efforts are appropriately supported and rewarded by the international community. This calls for:
 - The accounting of GHG emissions from agriculture, forestry and other land-uses
 - The evaluation of the GHG mitigation potential in African agricultural and forest systems
 - Taking policy actions to support the enhancement of carbon sequestration and reduce GHG emissions from natural as well as man-made landscapes
 - Committing to conserve ecosystems thereby enhancing their resilience and strengthening Africa's capacity for climate change adaptation
- **Full inclusion of terrestrial carbon.** Africa advocates the expansion of eligible categories to benefit from carbon credits and other international incentives in a post-2012 treaty to include sustainable land management (including sustainable agriculture, sustainable forest management, A/R, and REDD). This would enable “greener agriculture” to promote agricultural productivity in a way that improves resilience and adaptation to climate change.
- **Simple and transparent.** Methodologies for measuring bio-carbon need to be simple enough to allow wide participation. At the same time accounting methods should be applied conservatively to ensure that claimed benefits are real. The applied methods should allow projects and activities to be approved more quickly to avoid any delay in channeling the benefits of climate friendly behavior to local communities. Sector-wide and programmatic projects should be eligible under simplified procedures so that sufficiently large volumes of emissions reductions and GHG sequestering can take place.
- **Poverty reduction and community benefits.** The proposed approach will allow poor communities to improve their landscapes and livelihoods.
- **Adequate and sustainable financing.** Enhanced carbon sequestration and emission reductions need to be reliably and predictably rewarded through a robust finance mechanism. Vulnerable communities shall not be exposed to risks beyond their control and governments shall be able to count on adequate financial means to promote the required policy changes, research, and investments.
- **Market and non-market approaches.** The supporting financial mechanisms should be based on a mix of market and non-market based approaches that facilitate the access of local communities to the adopted mechanisms. Carbon markets and other financial mechanisms should benefit the rural poor and vulnerable communities.

- **Mainstreaming.** Climate mitigation and adaptation mainstreamed into countries' development agendas. Africa's development plans should be fully aligned with adaptation and mitigation of climate change.
- **Seeking synergies.** We support the integration of the principles of the CBD, UNCCD, the MDGs, CAADP in new climate change frameworks.
- **Research.** It is essential to further the knowledge about carbon sequestration in above and below-ground biomass of agricultural systems.
- **Capacity building and technology transfer.** Additional investments are needed in human resources development, institutional strengthening, and data collection systems. Technology transfer should be used to support these goals.
- **Prompt start.** It is important to encourage and support without further delay activities that enhance the carbon storage capacity of or reduce further emissions from African agricultural and forest ecosystems. Early activities also contribute to knowledge generation and learning while engaging a broad set of actors. There is no time to lose.

4.3 Research Needs

- **Promote research** to improve measurements of carbon stocks and monitor stock flows in agricultural systems
- Support the development **carbon accounting systems**
- **Increase accessibility** and improve user-friendliness of the rules, methodologies and tools
- Develop **simplified methodologies** for smallholder projects
- **Definitions and consistent language:** what is a forest (plantations?); what is degradation; sustainable land management (SLM) vs. land use, etc.
- Find ways to **lower transaction costs** for project development
- Develop **financial mechanisms** to facilitate interaction between smallholders and markets
- **Promote regional cooperation** to achieve scale

4.4 Bio-Carbon and REDD

The Bio-Carbon Initiative complements the REDD proposals currently discussed in the context of the UNFCCC. It does not compete with any of these proposals, but argues that a broader scope of activities is necessary to value all mitigation options of bio-carbon. The Bio-Carbon Initiative argues that the sequestration of carbon in terrestrial ecosystems has to be promoted alongside of the reduction of emissions to promote long-term sustainable land-use. The Initiative will be closely coordinated with the REDD negotiations to avoid

any competitive effects that could harm the climate change agenda of developing countries.

4.5 Negotiation Context

Developed country emission reduction commitments under the Kyoto Protocol expire at the end of 2012. Discussions on a future climate change agreement to either extend and/or replace the Kyoto Protocol are being carried out under both the UNFCCC and the Kyoto Protocol. The outcomes of these two tracks and how (if at all) they may come together in the future is currently unclear.

UNFCCC Track

The UNFCCC track was initiated under the Bali Action Plan in CoP 13²⁷ and is being conducted through a subsidiary body to the UNFCCC called the “Ad Hoc Working Group on Long-term Cooperative Action under the Convention” (AWG-LCA). The AWG-LCA is mandated to address five main themes;

- (1) Long-term cooperative action, including a long-term global goal for emission reductions
- (2) Enhanced national/international action on mitigation of climate change
- (3) Enhanced action on adaptation
- (4) Enhanced action on technology development and transfer to support action on mitigation and adaptation
- (5) Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation and technology cooperation

REDD has been under discussion under the UNFCCC since before AWG-LCA was initiated, and is now one of the topics under discussion under (2) above. Other bio-carbon issues relevant to Africa are not explicitly discussed but could be added to the agenda.

Kyoto Protocol Track

The Kyoto Protocol track to discuss future commitments started in 2005²⁸ when the Kyoto Protocol meetings (CMP)²⁹ established the “Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol” (AWG-KP). The AWG-KP reports to each CMP on the status of its work and aims to complete its work and have its results adopted by the Meeting of the Parties at the earliest possible time to ensure that there is no gap between the first and second commitment period of the Kyoto Protocol.

The AWG-KP track includes a review of the Kyoto Protocol’s CDM and emissions trading which is of particular relevance to Africa. The review of the CDM and emissions trading

²⁷ See Decision 1/CP.13 paragraph 1. The CoP is the official “Conference of the Parties” to the UNFCCC.

²⁸ Article 3 paragraph 9 of Kyoto states this is to start at least 7 years before the end of the first commitment period.

²⁹ CMP stands for “Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol”

contains many issues directly relevant to African bio-carbon. At the latest session of the AWG-KP in Accra, Ghana,³⁰ the following issues that are particularly relevant were discussed:

- (1) Expansion of eligible project categories to include:
 - a. Reducing emissions from deforestation and degradation;
 - b. Restoration of wetlands;
 - c. Sustainable forest management and other sustainable land management activities.
- (2) Introduction of a cap on the number of credits that can be used for compliance by developed countries from these new project categories
- (3) Introduce multiplication factors to increase or decrease the certified emission reductions issued for specific project activity types
- (4) Change the limit on the retirement of temporary certified emission reductions and long-term certified emission reductions
- (5) Introduce alternative accounting rules for afforestation and deforestation project activities in order to increase demand
- (6) Eliminate restrictions on the trading and use of certain Kyoto unit types under national and regional emissions trading schemes

As it is not yet clear what outcomes can be expected under either track, or how they will relate to each other the BioCarbon Initiative should become engaged and active in both the UNFCCC and Kyoto Protocol tracks.

Other Proposals at Poznan

A number of additional cross cutting issues that can affect bio-carbon projects are also raised under the AWG-KP review of the CDM and emissions trading. These include sectoral CDM, multi-project baselines, rules on additionality, specific rules for certain countries to improve access to CDM, inclusion of certain co-benefits as a registration requirement. A complete list of issues discussed is attached as Annex I.

Some of these issues could support bio-carbon projects, and submissions on each of these issues should be prepared to ensure the interests of Africa and African bio-carbon is fully represented in Poznan.

³⁰ FCCC/KP/AWG/2008/L.12