

ROSA Newsletter



OPERATIONAL FOOD SECURITY NETWORK

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VIEWS ON CURRENT ISSUES



Climate change, agriculture and food security: Neither ambition nor progress in Doha. How can we move forward to an ambitious round of negotiations?

The UN Climate Change Conference in Doha concluded in December 2012 with a new agreement called the “Doha Climate Gateway”. Decisions included amendments to the Kyoto Protocol to establish its second commitment period and an affirmation on the need to focus efforts to reach a new international climate agreement by 2015 that will enter into force by 2020. In spite of some progress on specific points of the negotiations, the Doha Conference was not a landmark event as no groundbreaking decisions were reached. In this interview, Emilie Johann, CIDSE's climate change policy officer, discusses the outcomes of the Conference and notably the place given to agriculture and food security in the climate negotiations. She points out that the lack of ambition and leadership is the biggest obstacle to a satisfying outcome in the negotiations, and one of the biggest threats to the development of most vulnerable countries. She calls for stronger political will and commitment to move the negotiations forward in Warsaw at the end of the year.

● **Despite its importance in both adaptation to and mitigation of climate change, for many years agriculture was excluded from decisions adopted under the Climate Convention. What progress was made in getting agriculture included in the negotiating process?**

Agriculture has never been a prominent issue in the climate negotiations, notably because there are no sector-specific negotiations as far as agriculture is concerned¹, which usually attract the most political attention. Agriculture has indeed mostly been addressed under adaptation considerations² until now and unfortunately did not gain the political attention it deserved, nor the financial contributions it needed, given the urgency posed by climate change and the magnitude of needs.

The new element this year, which partly explains the increase in attention given to the topic, was the question of including agriculture in mitigation policies. This proposal was pushed by some key players (in particular the USA, Australia, New Zealand and the EU were supportive of the proposal) and resisted by other country groups, notably the Africa Group. In Durban, the Subsidiary Body for Scientific and Technical Advice (SBSTA) was mandated to lead a work programme on agriculture

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¹ It was discussed under the policies related to reducing greenhouse gas emissions (GHG) from deforestation (REDD), but not as an issue as such.

² In particular in the context of loss and damage debates.

and report for decision at COP18. After the initial debates on the scope of the work programme in Bonn³, the question of whether priority should be given to adaptation and/or to mitigation in agriculture was the key element in the discussions during the SBSTA session in Doha. No consensus was reached, with some parties pushing hard for stronger emphasis on mitigation, some on the urgency of adaptation needs, and some on what mitigation co-benefits could mean. Key issues such as the inclusion of small scale farmers and the inclusion of food security were also at the heart of the debate. They were unfortunately not resolved, even though these are crucial elements that need to be taken into account if parties are to design fair policies on agriculture.

What does this outcome mean? A number of crunch issues have emerged. The failure to reach an agreement brought to light the limits of the UNFCCC Framework for dealing with food security, farming practices and access to food. It also revealed the lack of trust among the Parties. From our point of view, the only merit to the lack of an agreement on agriculture in Doha is that it does the least harm to agriculture and small-scale producers. It avoided opening a Pandora's box of potentially harmful mitigation policies, such as the inclusion of agriculture in the Clean Development



Mechanism (CDM) as a proposed solution to reduce emissions⁴. Still, this is not a satisfactory outcome since no decision was reached to strengthen adaptation policies and raise adaptation financing for agriculture. Particular attention needs to be paid to small-scale farmers. Indeed, we have to take into account that agricultural models have different impacts on GHG emissions, contribute differently to food security, and have different capacities to adapt to climate change and to contribute to mitigation practices. The first priority must be to ensure ambitious adaptation policies. In regard to mitigation measures, the Parties need to ensure that policies do not put any additional pressure on

small-scale farmers, but tackle emissions where they are the largest. More generally, there is a need to build sustainable agricultural models, from both the climate and food security perspective. This calls for a change in the global food system, and to this end the UNFCCC has inherent limits.

The UNFCCC is still the most legitimate forum to establish solid and effective adaptation policies. This will require further efforts, in particular for financing the Adaptation Fund and the Green Climate Fund (GCF). Finally, more attention must be given to adaptation and agriculture in the "Loss and Damage" work programme and the SBSTA should also ensure that no market-based approach is promoted to address climate change mitigation.

● **The climate change talks in Doha did not bring any major progress. What was expected from this round of negotiations? What are the key decision points in the final agreement?**

The overall outcomes of the negotiations lack ambition and political will, which is not acceptable, especially as countries start discussing a global agreement. Even though it was important to save the Kyoto Protocol as the only existing binding climate regime, it must be filled out with more ambition. The 2014 review cannot be another missed opportunity. One of the main bottlenecks of the Doha Round was climate finance. Developed countries promised to deliver 100 billion US dollars per year by 2020 to support developing countries' adaptation and mitigation efforts, starting in 2013. Despite this commitment, the Parties were not clear about how they intend to scale up climate finance to reach their 100bn USD goal, even though their

³ At the 36th session of the SBSTA, the discussions evolved around the scope of a potential work programme, and no agreement could be reached although there was a tacit agreement among parties it could not be limited solely to mitigation, but should at a minimum address mitigation and adaptation synergistically.

⁴ Some countries would welcome the inclusion of agriculture in the CDM or some other carbon market as a way to mitigate emissions while raising funds for climate adaptation. CIDSE considers that this as a threat to both the climate and the people rather than an adequate solution to the climate crisis. For more information, see in particular: <http://www.cidse.org/content/publications/just-food/food-and-climate/agriculture-from-problem-to-solution.html>

contribution as the so-called “fast-start finance” ended last December, just as the Parties were negotiating. As a result, there is a lack of clarity on the sources, types of finance, amounts and pathways developed countries will take to reach this goal. Finally, the Green Climate Fund is still an empty shell for the third COP in a row.

The finance announcements of some developed countries were a timid first step in the right direction. But, as always, the devil is in the details: they are only announcements, not registered in a decision of any kind. How then can countries be held accountable? How can one ensure that contributions will be new and additional to current development aid? These elements need to be further clarified, and countries must translate these announcements in concrete pledges.

The continuation of the work programme on long-term finance is an opportunity for countries to deliver on their finance roadmaps. Care must be taken, however, not to replicate errors made last year: there is no need for another technical forum for



Parties to exchange. The work programme must be a negotiating space, with high-level political involvement. It must deliver clarity on finance up to 2015 as a first step, with the aim of showing the way to the 100bn USD. And this must happen no later than at the COP19.

Adaptation finance was also not properly addressed in these talks, and replenishing the Adaptation Fund is of the utmost urgency.

Finally, the lack of a constructive debate on agriculture and of any agreement that would support small-scale farmers' needs is regrettable. But overall, the main threat to agriculture and food security in Doha came from the lack of an ambitious agreement that would allow us to stay under the 2°C limit.

● **As was the case last year, the COP18 lead to a minimal agreement. Is it enough to maintain the legitimacy of the UNFCCC multilateral framework and keep the process on the rails?**

It should be clear once and for all that when the outcome of a COP is not ambitious enough, this does not mean that the multilateral framework is inappropriate. The final agreement from Doha is the sum of the commitments made by individual countries. Unfortunately, most of the countries came to the negotiating table empty-handed and failed to instil any ambition in the final agreement.

The UNFCCC is not a perfect system. But it has some key elements and principles that make it the most legitimate place to negotiate climate policies. It is a global framework involving 195 countries. It allows for accountability of countries, civil society participation, high-level expertise, etc. Shifting from this global framework to a bilateral or more exclusive forum such as the G20 or the MEF (Major Economies Forum on Energy and Climate), just to name a few, would be totally inadequate to solve this global crisis. Countries must stop blaming the process and start raising the level of ambition they bring into it. It is harmful that most countries came to Doha with a feeling that it was an intermediary COP with low stakes, as it was not. A COP is never meaningless when it has the opportunity and capacity to raise the level of climate ambition.

Also, it is necessary for countries to learn lessons from the past. Not all issues will be resolved at COP21 in 2015, which is seen as the COP that will seal the global agreement. First of all, trust needs to be built among parties if we are to agree on an ambitious, fair and binding deal where all countries commit to doing their share. Second, a number of technical elements, scientific-based information and civil society expertise need to be sorted out for countries to be able to agree to the global deal. A lot of technical elements need to be clarified for countries to agree, and this requires preparatory work. We are calling for a clear work programme to define actions to be taken between now and 2015, so as to lay the ground for the final global agreement. The EU took a step in the right direction in Durban but is putting it in jeopardy now when coming to the negotiating table with low ambitions. Collective action is required but we also need to see leadership from some Parties. In this context, the EU can play a key role, notably as it has already reached its 2020 mitigation objective.



Upcoming events

13-14 April: International conference on hunger, nutrition and climate justice – Dublin (Ireland) [>>>](#)

14-15 May: Conference “Bridging the nutrition security gap in Sub-Saharan Africa: a pathway to strengthen resilience and development” – Paris (France) [>>>](#)

13-14 June: G8 Summit—Special event on hunger and nutrition – UK

October: 40th session of the Committee on World Food Security (CFS) – Roma (Italia)

13-14 November: International Conference on Nutrition. 21 years later (ICN+21) [>>>](#)

Past events

● **Third UN high-level panel on the Post-2015 Development Agenda – Liberia, 30 January-1st February 2013:** This meeting focused on the lessons learnt from the implementation of the current set of MDGs and further elaborated on the principles and main elements of a post-2015 agenda. It was the midway point of a long consultative process. Consultations both within and beyond the Panel will be held until the next meeting in Bali, Indonesia in March 2013. The Panel will submit a report containing recommendations to the Secretary-General in May 2013. [>>>](#)

EC's latest news

Development in a changing world. Elements for a post-2015 global: The fourth edition of the European Report on Development is currently under preparation, in view of a launch in Spring 2013. It will focus on the post-2015 development agenda, which would replace the Millennium Development Goals framework. The report will analyse Europe's role as a major global actor in advancing development cooperation policies, as well as other policies beyond aid that influence development outcomes. [>>>](#)

Thematic seminar on food and nutrition security (FNS) and sustainable agriculture (SA) – Brussels, 28-30 January 2013: The European Commission organises a series of seminars to support the first phase of the EU development cooperation programming for 2014-2020. These seminars aim to discuss on the main elements of the future interventions in the domains of FNS-SA. Two thematic seminars of this kind were held in Africa last year, in Dakar (November 12-14) and in Nairobi (November 26-28). A third seminar took place in Brussels and gathered together around 50 participants from EU Delegations in Latin America, Central Asia and Africa as well as from EC headquarters. The last seminar will be held in East Asia (Cambodia).

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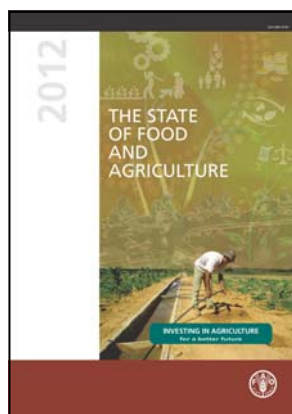
New online resources

● **Aid for nutrition: Mobilising innovative financing for the fight against undernutrition, ACF – February 2013:** This informative note discusses options for innovative mechanisms to finance the fight against undernutrition. The report highlights that investments in proven nutrition interventions remain inadequate and new strategies to increase donors' commitments and raise additional funds are required. It analyses two broad categories of mechanisms: innovative mechanisms based on ODA and mechanisms that are based on markets and voluntary contributions. It assesses five financing mechanisms (nutritional impact bonds, matched funds, financial transactions tax, HFSS tax and lottery) by using a set of criteria in order to foster further research for nutrition investment. [>>>](#)

● **Managing food price instability in developing countries. Critical analysis of strategies and instruments, Franck Galtier (CIRAD) written with the collaboration of Bruno Vindel (AFD) – December 2012 :** Based on a comprehensive review of the theoretical and empirical literature, this book provides elements for the definition of a strategy for managing food price instability and for selecting appropriate instruments for its implementation. It first presents an overview of possible interventions according to their objective (price stability or mitigation of the impacts of price instability) and type of interventions (public or market-based mechanisms).



The document then provides a detailed analysis of the different instruments that can be employed (main advantages, limitations and perverse effects), and the complementarity and substitutability relations between them. >>>



- **Large agricultural investments and inclusion of small farmers: Lessons of case studies in 7 countries, CIRAD, FAO – December 2012:** This study examines the impacts of large investments associated to contract farming in a long-term time perspective (10 to 50 years). Funded by FAO, this report is based on case studies in seven countries (West Africa, Southern and Eastern Africa and Asia) and on a few major commodities such as oil palm, rubber tree, fruits and vegetables, cereals, cotton and sugar cane. It analyses the contractual arrangements, their impacts, factors that may influence the quality of these impacts, and ways to promote positive synergies of this model. >>>

- **The state of food and agriculture 2012. Investing in agriculture for a better future, FAO – December 2012:** This FAO's flagship annual report gives a strong focus this year in investing in agriculture as an essential element for reducing food insecurity and promoting sustainable agricultural production. The focus of this report is on the accumulation of capital by farmers in agriculture and the investments made by governments to facilitate this accumulation. >>>

- **From early warning to reinforcing resilience: Lessons learned from the 2011-2012 Sahel response. A report for the IASC Principles, François Grünewald, Jock Paul, November 2012:** This report provides detailed analysis of the humanitarian response to the food crisis in the Sahel region, between 2011 and 2012, with a particular focus on the issue of people's resilience. This document aims to feed discussions for strategic orientation of aid policy. It was commissioned by the IASC, which is responsible for inter-agency coordination (UN agencies, international bodies and implementing partners) and the development of policies and directives for the humanitarian sector. The study was carried out by a mixed team from Group URD and OCHA, in Chad, Mauritania, Senegal, Burkina Faso and Niger. >>>

External resources and links

- **Consultations of the High Level Panel of Experts (HLPE) of the CFS (December 2012-January 2013):** On behalf of the HLPE, the Global Forum on Food Security and Nutrition (FSN Forum) launched two open electronic consultations on the first draft (V0 drafts) of the reports on i) Investing in smallholder agriculture for food and nutrition security and on ii) Biofuels and food security. Comments and feedback will be used by the HLPE Project Team to further elaborate the report. The final findings are to be presented to the CFS Plenary Session in October 2013.

<http://www.fao.org/fsnforum/>

- **Social safety nets e-learning course now available:** This free e-learning course introduces social safety nets, including basic concepts and definitions as well as key issues in programme design and implementation. French and Spanish versions are now available online. >>>

- **GNC website updated:** The Global Nutrition Cluster website has been recently updated. It now allows users to access more detailed, up to date information on all aspects of nutrition clusters' work in emergencies.

<http://www.unicef.org/nutritioncluster>

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This bulletin was written by the GRET team in charge of animating ROSA.

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The points expressed do not reflect the official position of the European Commission.

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