



منظمة الأغذية  
والزراعة  
للأمم المتحدة

联合国  
粮食及  
农业组织

Food  
and  
Agriculture  
Organization  
of  
the  
United  
Nations

Organisation  
des  
Nations  
Unies  
pour  
l'alimentation  
et  
l'agriculture

Продовольственная и  
сельскохозяйственная  
организация  
Объединенных  
Наций

Organización  
de las  
Naciones  
Unidas  
para la  
Agricultura  
y la  
Alimentación

## COMMITTEE ON AGRICULTURE

### Twenty-second Session

Rome, 16 – 19 June 2010

## CLIMATE CHANGE NEGOTIATIONS AT COPENHAGEN AND BEYOND

1. This note provides information of relevance to FAO related to the outcome of the 15<sup>th</sup> Session of the Conference of Parties (COP) to the UN Framework Convention on Climate Change (UNFCCC), held in Copenhagen from 7 to 18 December 2009 and to developments since Copenhagen, briefly analysing implications for FAO work in 2010.

### I. Copenhagen Outcome

#### *Copenhagen Accord*

2. A legally-binding outcome, based on the work of the two Ad Hoc Working Groups created in Bali – on Long-term Cooperative Action (AWG-LCA) and Further Commitments of Annex I Parties under the Kyoto Protocol (AWG-KP) – was not agreed in Copenhagen. Instead a political statement – the Copenhagen Accord<sup>1</sup> – was tabled at the last moment and noted by the COP. The Accord gives prominence to Reduction of Emissions from Deforestation and Forest Degradation (REDD) but agriculture and food security are not mentioned.

3. Key features of the Copenhagen Accord include:

#### **Emission Reduction**

- Emphasized strong political will to combat climate change in accordance with the principles and provisions of the Convention and agreed that deep cuts in global emissions are required to hold the increase in global temperatures to below 2 degrees Celsius.
- Recognized that the time frame for achieving the peaking of national emissions will be longer in developing countries, bearing in mind that social and economic development and poverty eradication are the first and overriding priorities of developing countries and that a low-emission development strategy is indispensable to sustainable development.

<sup>1</sup> [http://unfccc.int/files/meetings/cop\\_15/application/pdf/cop15\\_cph\\_auv.pdf](http://unfccc.int/files/meetings/cop_15/application/pdf/cop15_cph_auv.pdf)

**Adaptation**

- Stressed the need to establish a comprehensive adaptation programme including international support and agreed that developed countries shall provide adequate, predictable and sustainable financial resources, technology and capacity building to support adaptation action (aimed at reducing vulnerability and building resilience) in developing countries (especially Least Developed Countries (LDCs), Small Island Developing States (SIDS) and Africa).

**Mitigation**

- Annex I Parties committed to implement individually or jointly quantified economy-wide emissions targets for 2020 (to be submitted to the UNFCCC Secretariat by 31 January 2010, in the format provided in Appendix I of the Accord). Delivery of emission reductions and financing by developed countries are to be measured, reported and verified.
- Non-Annex I Parties are to implement mitigation actions, including those to be submitted to the UNFCCC Secretariat by 31 January 2010 in the format provided in Appendix II of the Accord. LDCs and SIDS may undertake actions voluntarily and on the basis of support. Mitigation actions subsequently taken and envisaged by non-Annex I countries, including national inventory reports, shall be communicated through national communications. Nationally appropriate mitigation actions seeking international support are to be recorded in a registry and be subject to international measurement, reporting and verification in accordance with guidelines adopted by the COP.

**REDD-plus**

- Recognized the central role of REDD, the need to enhance the removal of greenhouse gas (GHG) emissions by forests and agreed on the need to provide positive incentives to such actions through the immediate establishment of a mechanism including REDD-plus, to enable mobilization of financial resources from developed countries.

**Financing**

- Scaled-up, new and additional, predictable and adequate funding, as well as improved access, shall be provided to developing countries. The collective commitment by developed countries is to provide new and additional resources, including for forestry and investments through international institutions, approaching USD 30 billion for the period 2010-2012 (fast start), with balanced allocation for adaptation and mitigation. In the context of meaningful mitigation actions and transparency on implementation, developed countries committed to a goal of USD 100 billion (public and private) per year by 2020. New multilateral funding for adaptation will be delivered through effective and efficient fund arrangements, with governance by equal representation of developed and developing countries. A significant portion of such funding should flow through the Copenhagen Green Climate Fund.

**Institutional Arrangements**

- High-Level Panel, under guidance from and accountable to COP, to study the contribution of potential sources of revenue.
- Copenhagen Green Climate Fund to be established as an operating entity of the financial mechanism of the Convention to support projects, programmes, policies and other activities in developing countries related to mitigation including REDD-plus, adaptation, capacity-building, technology development/transfer.
- Technology Mechanism to accelerate technology development/transfer in support of adaptation and mitigation.
- Assessment of implementation of the Accord to be completed by 2015.

4. The COP 15 and the 5<sup>th</sup> Session of the COP serving as the meeting of the Parties to the Kyoto Protocol, in their decisions on the outcome of the work of the Ad Hoc Working Groups decided to extend the mandate of the Ad Hoc Working Groups to enable them to continue their

work with a view to presenting the outcome to the Conference of the Parties for adoption at its 16<sup>th</sup> Session in Mexico.

5. Negotiations during 2010 could thus possibly be shaped by both the Copenhagen Accord and work on the texts of the Ad Hoc Working Groups.

### *Agriculture at Copenhagen*

#### Negotiating Text

6. At the Climate Talks held in Bangkok (28 September – 5 October 2009), a dedicated drafting group was established to negotiate text on “Cooperative sectoral approaches and sector-specific actions”, under mitigation. Agriculture and transport sectors were the focus of this group, with a separate group on agriculture eventually established. The text on agriculture still contained a considerable number of brackets when the work of the AWG-LCA finished on 15 December. A group of negotiators continued informally to meet and negotiate on the text during the high-level segment of the Conference. Brackets were nearly eliminated and there were no objections to the establishment of a SBSTA (UNFCCC COP Subsidiary Body for Scientific and Technological Advice) work programme on agriculture. Such a work programme could allow more in-depth discussion on how agriculture mitigation and mitigation-adaptation synergies might be implemented and supported. However, no formal action was taken on this text in Copenhagen and the official text on the table is an earlier one, annexed to the report of the AWG-LCA on its eighth Session (document FCCC/AWGLCA/2009/17).

#### Copenhagen Side and Parallel Events on Agriculture/Food Security

7. Key events included an FAO side event on “Unifying commitment and action to meet climate change and food security challenges”, Agriculture Day and Forestry Day. A subsequent joint FAO-CGIAR-IFAD-World Bank side event brought these three events together and articulated joint messages, captured in a joint statement. The main outcome of these events was that the profile of agricultural adaptation and mitigation was raised through international agriculture organizations speaking with one voice and future opportunities for their cooperation were enhanced. The FAO side event was organized jointly with the Danish Ministry of Agriculture and IFAD, in which a common refrain, echoed by the US Secretary of Agriculture, the Danish Minister of Agriculture, the Director-General of FAO, the President of the International Federation of Agricultural Producers and the Director of Brazilian National Institute for Space Research (INPE), was: food security and climate change are intrinsically linked in the agriculture sector and if they are to be addressed effectively, they will need to be addressed together, rather than in isolation from each other. This same message was taken up at Agriculture Day and in the joint side event.

8. A more detailed list of FAO inputs into the negotiations can be found at <http://www.fao.org/forestry/foris/data/nrc/FAOactivities-supporting-the-climate-change-negotiations.pdf>.

## **II. Developments Post-Copenhagen**

### *Agriculture in Party Submissions Responding to the Copenhagen Accord*

9. With regard to the call for submissions by 31 January 2010 contained in the Copenhagen Accord (see Chapter I. above), a number of countries have responded<sup>2</sup> and provided information to the UNFCCC Secretariat on their proposed targets and actions. Analyses have been carried out, particularly of the Annex I targets and their implications for remaining below a two degree C

---

<sup>2</sup> As of 12 April 2010, 14 Annex I Parties, plus the 27 member countries of the EU and 35 Non-Annex I countries had replied. See <http://unfccc.int/home/items/5262.php>

temperature increase, as well as the comparability of these targets. Most of these analyses<sup>3</sup> concur that the targets indicated so far, even if developing country pledges are included, would not ensure that temperature increases remain below 2 degrees C. Both base years selected and the inclusion/exclusion of Land Use, Land-Use Change and Forestry (LULUCF) have implications for comparability.

10. Among developed countries, only two countries clarified that pledged emission reductions are based on the assumption that an effective set of LULUCF rules are approved. Among the 35 submissions received from developing countries, 8 are not sector specific and 15 stated that they plan to adopt mitigation actions in the agricultural sector (see [http://www.fao.org/forestry/foris/data/nrc/InfoNote\\_PostCOP15\\_FAO.pdf](http://www.fao.org/forestry/foris/data/nrc/InfoNote_PostCOP15_FAO.pdf) for overview and detailed agricultural mitigation actions submitted). While many Non-Annex I Parties have not responded, this is a significant portion of the submissions received so far. The submissions inclusive of agriculture reflect differing national capacities, circumstances and perspectives.

11. Proposed action included improved crop residue management, cropland-related mitigation practices, carbon projects on forestry and agriculture, restoration of grasslands, fodder crop production, introduction of combined irrigation and fertilization techniques to increase the efficiency of fertilizer application and adoption of methane capture in livestock and chicken farms. Another country underlined the scarce analysis of global GHG reduction in the agricultural sector and accordingly in their action plan highlighted the goal and specified actions to build capacity and conduct research to identify and develop good agricultural practices for reducing GHG emissions at the farm level.

#### *Ad Hoc Working Groups and SBSTA*

12. The Ad Hoc Working Groups met in Bonn from 9 to 11 April 2010 to decide on how negotiations might be pursued prior to COP 16 in Mexico. In addition to the negotiating sessions already scheduled for 2010, governments decided at the Bonn meeting in April to hold two additional sessions of at least one week each. The additional sessions will take place between the 32<sup>nd</sup> Session of the UNFCCC Convention subsidiary bodies from 31 May to 11 June 2010 and the UN Climate Change Conference in Mexico from 29 November to 10 December 2010. The AWG-LCA invited its Chair to prepare, under her own responsibility, a text to facilitate negotiations among Parties, in time for the May/June sessions in Bonn.

13. The reconvening of the Ad Hoc Working Groups means that the draft text on “Cooperative sectoral approaches and sector-specific actions in agriculture” would again be “on the table” under mitigation within the AWG-LCA. In view of the informal consensus for a SBSTA work programme on agriculture obtained at the end of COP 15, Parties at the 32<sup>nd</sup> Session of the SBSTA in June could decide to establish such a programme or a decision in this regard could be deferred to Mexico.

#### *UN Secretary-General’s High-Level Advisory Group on Climate Change Financing*

14. The UN Secretary-General has established a high-level advisory group, chaired by the Heads of Government of the United Kingdom and Ethiopia and composed of other Heads of State and Government, high-level officials from Ministries and central banks, as well as experts on public finance, development and related issues. This group will deliver its report shortly before COP 16 in Mexico.

### **III. Implications for FAO Work**

15. It is still the desire of many countries to continue work towards a legally binding agreement on climate change in order to ensure that action on climate change is taken and is effective. At the same time, the Copenhagen Accord outlines, in a very general way, action on

---

<sup>3</sup> Ecofys; World Resources Institute (WRI); Climate Analytics; PricewaterhouseCoopers and others.

mitigation and adaptation, as well as commitment to make resources available for countries to undertake such action. While only a limited number of Non-Annex I Parties have made submissions in response to the Copenhagen Accord, the proportion of these that included agriculture may be an indicator that agriculture is likely to become an important component of Nationally Appropriate Mitigation Actions (NAMAs) in developing countries. It is not too early for countries wishing to offer and those wishing to receive international support for agricultural mitigation, to move towards the coordinated development of pilots, which could build confidence and readiness for concrete action, accompanied by technical support tailored to country circumstances as requested. International support for country level action could help to build confidence and capacity to undertake adaptation and mitigation action, as well as build trust to enable consensus on an international climate change agreement.

16. At the same time, the enabling conditions for such agricultural mitigation action would need to be built into any eventual international instrument(s) to be agreed by the COP. This includes appropriate text on financing, technology development/transfer, mitigation and adaptation (in view of the potential synergies inherent in a number of agricultural land management practices, which FAO has highlighted<sup>4</sup>).

17. A SBSTA programme of work on agriculture could potentially contribute to a better understanding and eventual agreement on the scientific and technological methodologies and modalities that would need to underpin action and support for agricultural mitigation. The case of REDD has demonstrated the effectiveness of a dedicated work programme under SBSTA and pilot actions on the ground in reaching consensus on difficult methodological issues. FAO has already identified some possible issues that the SBSTA may wish to address in a Programme of Work on agriculture and some countries have suggested that FAO may wish to develop this work further.

18. FAO stands ready to technically support the negotiations, in consultation with the UNFCCC Secretariat, and action at the ground level, in close cooperation with its member countries and partners (in particular IFAD, CGIAR and World Bank). FAO has a role to play in supporting countries to reach consensus, through clarifying issues, implications and possible options relating to mitigation and adaptation in the areas of its mandate.

19. It also has a role to play in supporting countries which seek to achieve the twin goals of food security and climate change in mutually reinforcing ways through nationally owned and led sustainable, low-emission development pathways. FAO has initiated a five year multi-donor trust fund project "Mitigation of climate change in Agriculture (MICCA)". This project will enhance the knowledge base on emissions and mitigation potential from agriculture. This will allow countries to develop their reporting systems on emissions, identify mitigation options and eventually gain access to different types of mitigation funding. The project will also test practical mitigation options in different farming systems, in a smallholder context, as well as appropriate financing modalities including payment for environmental services. The project will build capacity to enable developing countries to integrate mitigation into their agricultural policies and practices, as well as agricultural mitigation into climate change strategies.

---

<sup>4</sup> Food Security and Agricultural Mitigation in Developing Countries: Options for Capturing Synergies, FAO, 2009.