

## Coordination SUD's Recommendations for the Durban Climate Change Conference

### Any Durban Decision on Agriculture Must Take Smallholder Farming in Developing Countries into Account!

 28 November - 9 December 2011, Durban (South Africa)

**A**griculture means managing land and biomass. As a sector, it both emits and captures greenhouse gases. Agriculture is also the economic sector that is most vulnerable to climate variations. The effects of climate change can already be felt in the field but the majority of the three billion small farmers and small stock farmers have almost no latitude to withstand these changes alone. Worldwide, 70% of the food insecure are poor farmers. Yet, they produce 70% of all food worldwide and 80% of the food in developing countries! An additional 600 million people could become food insecure by 2080 under the effects of climate change, swelling the ranks of the 925 million people already going hungry today.

Because of this, agriculture is central to the issues involved in fighting climate change. Paradoxically, and for the wrong reasons, agriculture has long been conspicuously absent from international climate negotiations. Even after agriculture's arrival on the agenda for the negotiations in 2009, the international negotiations ignored the specificity and importance of smallholder farming.

The time has come for more responsible consideration of agriculture in the fight against climate change. Any decision adopted in Durban about a work program on agriculture must recognize the specificity and importance of smallholder farming in developing countries.

#### ► Action Principles for the Agricultural Sector

- > Differentiate between different types of agriculture
- > Recognize agriculture's multifunctionality
- > Acknowledge the common but differentiated responsibilities of developed countries and emerging countries when it comes to agricultural emissions
- > Respect the food sovereignty and right to food of rural and poor households in developing countries.

#### Our Priorities for Agriculture

- Re-introduce a paragraph on agriculture that prioritizes both mitigation and adaptation and takes into account agriculture's multifunctionality in a decision by the Ad Hoc Working Group on Long-Term Cooperative Action.
- Launch a work program on agriculture under the Subsidiary Body for Scientific and Technological Advice (SBSTA) if and only if this program:
  - addresses the issues of adaptation and mitigation in the agricultural sector equally;
  - differentiates priorities in function of countries and agricultural models;
  - recognizes the importance and specificity of smallholder farming in developing countries and prioritizes adaptation for these farming systems;
  - aims to study, optimize and disseminate proven practices that are locally suitable and locally rooted.

# 1 Recognize the crucial role played by smallholder farming in developing countries

---

► **Any decision on agriculture should take into account the specific role and importance of smallholder farming in developing countries in the fight against climate change and food insecurity.**

> Acknowledge the quantitative significance of smallholder farming. Peasant farmers and stock farmers make up an overwhelming majority (98%) of farmers worldwide—nearly 1.5 billion workers in developing countries. The world's rural population is 3 billion people. Less than 30 million farms have access to motorization on surface areas of less than 10 hectares, and nearly 2.7 million farms are smallholder farms.

> Promote the crucial role of smallholder farming in development and food security. Smallholder farming plays a fundamental role in local food security, as it does in territorial development, job creation, environmental protection, structuring the social fabric in rural areas, and public health.

> Adopt a differentiated approach to priorities in response to climate change. The different types of agriculture have different priorities in response to climate change. An agro-industrial farmer in a developed country, making heavy use of inputs, will seek to mitigate his or her greenhouse gas emissions and optimize CO<sub>2</sub> sequestration in the soil. A nomad stock farmer or smallholder farmer in a developing country, whose emissions are often next to nothing, will mainly seek to adapt to the harmful effects of climate change.

# 2 Include adaptation by smallholder farming in developing countries in the priorities of the SBSTA work program and climate finance

---

► **Only launch an SBSTA work program on agriculture if the following conditions are met:**

> Give at least equal place to adaptation and mitigation.

> Address smallholder farming's needs in developing countries. The work program should reflect the diversity of adaptation challenges and agricultural models around the world, especially the most vulnerable smallholder farming systems in developing countries.

> Optimize proven local adaptation practices. Local actors have long-standing experience with adaptation issues and local constraints. Even though this know-how is currently inadequate in response to climate change, any agricultural adaptation program should seek first to understand, support and optimize proven practices to build sustainable and locally-rooted adaptation strategies.

► **Finance in priority the adaptation of vulnerable smallholder farming systems.**

The technical and financial efforts must be made as directly as possible and focus on smallholder farming in developing countries. This is necessary to respond effectively to the inherently local nature of vulnerability, determined by a combination of factors.

## 3 Promote conversion to low-carbon agricultural models

---

### ► In terms of mitigation, the work program should:

> Examine solutions that are adapted to the local context and accessible to smallholder farming. Solutions destined to improve productivity while mitigating greenhouse gas emissions must be adapted to the local context and directly accessible by smallholder farms in developing countries, in particular least developed countries.

> Support the development of ecologically-intensive agriculture. The work program should contribute to the identification, development and dissemination of agroecological practices. Technical development and genetic improvements should be based on the development and optimization of proven smallholder farming know-how and practices.

> Help agriculture move back to territories and the local level to ensure local food security and avoid emissions from the transport of food products.

> Promote policy coherence between developed and developing countries. It is crucial to review developed countries' and some emerging countries' modes of production and consumption as they are high greenhouse gas emitters. Better stock management and waste prevention should be encouraged.

> Take into account agriculture's multiple functions when establishing emission measurement criteria. The methodology for accounting carbon intensity per farm unit—as promoted by some countries—reduces agriculture to two dimensions: productivity and greenhouse gas emissions. This accounting method masks the principal challenge of mitigating global agricultural emissions in absolute value. It also favors highly intensified, specialized, large-scale farming models. Other models, however,

including smallholder farming, play a crucial role at the local level in terms of food security, the economy, social stability and environmental sustainability. The adaptation and socioeconomics co-benefits arising from low-carbon agricultural activities implemented by smallholder farming systems should also be measured.

> Make a link with effort to reduce deforestation and forest degradation. The work program must lead to solutions to improve farmers' incomes on existing farm sizes while developing sustainable practices, such as agroforestry.

> Trigger low-carbon agricultural development. The intensified agricultural systems in industrial countries—sometimes exported to emerging or even developing countries—are high emitters because they consume large amounts of inputs and energy, and make heavy use of food processing. In order to increase production while lowering the agricultural sector's impact on climate change and the environment, the work program should examine modalities for converting agro-industrial models from the green revolution into low-carbon, resilient models more suited to local economies. In non-emerging developing countries, the agriculture work program should contribute to the adoption, in these countries, of integrated agricultural development plans that are resilient and low-carbon.

### ► The carbon market: a false solution for smallholder farmers.

The carbon market has little chance of helping smallholder farming systems. It is complex to implement in the agricultural sector and will probably result in high transaction costs. It is also an uncertain finance mechanism for smallholder farmers, both because of the low demand for this type of credits and problems that smallholder farmers may encounter while trying to access it. Finally, it can bring additional threats to local communities' access to land.

---

## 4 For strong peasant involvement in the climate negotiations

### ► Give peasants the means to participate actively in the international negotiations and in national policy-making in climate change and agriculture.

While they account for the vast majority of farmers, smallholder farmers in developing countries are currently absent from the international negotiations. The active participation of farmers' organization requires supporting capacity building and informational activities targeting their members. It also requires giving them the space necessary to submit proposals in the international negotiations. These organizations must also be able to participate actively in elaborating national public policies in connection with agriculture and climate change.

### ► Directly involve farmers' organizations in the agriculture work program and phase two of the Nairobi Work Program.

The design of the agriculture work program should be bottom-up and take into account the experience, support requests and problems encountered by farmers in developing countries regarding both adaptation and mitigation.

## 5 Reposition the agriculture discussions in the fight for food sovereignty

### ► Do not mask the local reality of food sovereignty.

Increasing agricultural yields and food availability will not be enough to resolve the problem of food insecurity, which is tied to much more than agricultural productivity alone. Reasoning solely on the global scale runs the risk of masking the local reality of food insecurity, fostering the expansion of developed countries' high-productivity models to the detriment of smallholder farming. This could give rise to actions that only worsen food insecurity: marginalization of smallholder farming in relation to sectoral and research policies, large-scale land grabbing, and the promotion of international trade liberalization that suffocates local markets.

### ► Act on the underlying constraints that weigh on smallholder farming and threaten food security.

The vulnerability of rural populations to climate change is due to classical determining factors as well as economic and social factors. No progress toward "climate-smart" agriculture will be possible if countries do not act on the structural threats to the development of rural communities: international trade liberalization; price volatility; limited access to inputs, credit, natural resources and markets; land tenure insecurity; and the lack of investment and technical support from States.

#### > Contacts in Durban:

Adeline GIRAUD - Agronomes et vétérinaires sans frontières / Coordination SUD: a.giraud@avsf.org  
Patrice BURGER - Centre d'actions et de réalisations internationales / Coordination SUD: cariassociation@yahoo.fr

#### > Press contact in Durban:

Chantal DURAY-SOUDRON - Coordination SUD: duray@coordinationsud.org

**Coordination SUD (Solidarity, Relief, Development)** is the national platform of French development and relief NGOs. Founded in 1994, it brings together more than 130 member NGOs and 6 member networks (CLONG-Volontariat, CNAJEP, Coordination d'Agen, CRID, FORIM, Groupe Initiatives) that are active in the fields of humanitarian relief, development assistance, environmental protection, and human-right defense. Member NGOs work together in specific working groups on various issues to align their positions and build shared advocacy campaigns.

→ 14, passage Dubail • 75010 Paris • Tel.: +33 1 44 72 93 72 • Fax.: +33 1 44 72 93 73 • [www.coordinationsud.org](http://www.coordinationsud.org)

**Coordination SUD's Climate and Development Working Group (CDWG)** works on the links between development and climate change. It brings together approximately thirty development and environmental NGOs that are members of Coordination SUD and/or Climate Action Network France (CAN-F). CDWG is lead by Gret. Its objectives are: to facilitate experience and information sharing among member organizations; to raise awareness among French development and relief NGOs on climate-related issues and help them mainstream climate change issues in their projects; to help member organizations build collective positions on climate change mitigation and adaptation in developing countries; and carry out advocacy and reporting work in the international climate change negotiations.

## Coordination SUD's Recommendations for the Durban Climate Change Conference

### Make REDD+ a Tool for Economic and Social Development

 28 November - 9 December 2011, Durban (South Africa)

**R**EDD+ is implanted in territories that are not empty of people and biodiversity. While it must lead to effective greenhouse gas emissions reductions, it cannot be confined to this aspect alone. It must enable sustainable and fair development for rural and forest people and reinforce their rights. It must be a tool for development, and help preserve biological diversity and the services provided by tropical forest ecosystems (including dry forests) in developing countries.

#### Principles for REDD+ Implementation

- 1** REDD+ must contribute to the sustainable and fair economic and social development of rural and forest people, and must accompany a shift in technical itineraries in forestry and agriculture.
- 2** REDD+ must promote the participation of and respect for the rights of rural and forest populations, especially indigenous peoples. It must result in greater land tenure security for rural and forest populations.
- 3** REDD+ implementation requires ensuring fair distribution of costs and benefits of REDD+ at all levels.

- 4** REDD+ must effectively reduce greenhouse gas emissions, in addition to other emission reduction policies in developed countries.
- 5** REDD+ must maintain and increase forest biodiversity and the associated environmental services.
- 6** REDD+ must address all the drivers of deforestation in developing countries. The mechanism requires implementing broad-reaching policies in developing countries (regarding land tenure, agriculture, energy, etc.), changes in modes of production and consumption in developed countries and improved coherence between developed and developing countries' policies.

#### Our priorities for REDD+

- Operationalizing the Green Climate Fund, with the creation of a specific REDD+ window.
- Establishing a shared structure for monitoring social and environmental safeguards.
- Establishing shared criteria to calculate baseline levels: transparency, participation, comparability, coherent and adjustments based on national circumstances.



# 1 REDD+: A Development Stake

---

## ► Change development modes through wide policy reforms.

For effective and equitable action against deforestation and forest degradation to take place, joint policy reforms in all sectors (development, land tenure, agriculture, energy, etc.), not just forestry, must be designed and implemented.

## ► Improve coherence.

REDD+ implies ensuring that policies, plans and projects are coherent on the national level. Accordingly, splintering the issue of land-use change into various components of the negotiations does not encourage it to be addressed in a comprehensive manner. Any future working program on agriculture should include linkage with REDD+ to encourage implementation of coherent, integrated actions in the field.

## ► Change production and consumption modes in developed countries.

To fight deforestation in developing countries efficiently, change in production and consumption modes in countries that import goods that contribute to deforestation must take place. It is also crucial to ensure that developed countries' public policies are coherent with development needs and policies in developing countries.

## ► Secure land tenure.

National REDD+ implementation must not result in increased land pressure which excludes local communities de facto or de jure, but must instead be an opportunity to define, recognize and secure the rights of these populations to land and forest resource management.

## ► Invest in the long term.

National REDD+ implementation must not be reduced to mitigating greenhouse gas emissions. It should promote broader investments that encourage the adoption of technical and development paths in agriculture and forestry that guarantee sustainable forest management and improve the incomes and living conditions of local communities.

# 2 Promote Local Communities' Involvement

---

## ► Adapt REDD+ to local populations' needs and realities.

For local populations to participate actively in REDD+ implementation and benefit from potential positive effects on their development, REDD+ must above all be adapted to their context, language and their social and cultural characteristics. This must result in simplified and accessible methodologies, unlike those currently developed, which are complex and expensive. Among other things, free, prior and informed consent (FPIC) must be obtained from populations for all REDD+ actions, enabling them to understand the stakes, the consequences, and their rights.

## ► Establish participatory mechanisms and adopt complementary policies on the national and local levels.

Public policies in the education and training sector as well as dedicated participatory mechanisms allowing information circulation or technology transfer can help strengthen public participation.

## ► Take into account traditional knowledge and know-how.

REDD+ must be based on acknowledging the traditional knowledge, know-how and innovations of local communities and indigenous peoples, in particular when it comes to conservation and sustainable forest management. Good practices that emerge from this experience should be better disseminated and integrated in REDD+ processes at the local and national, sometimes regional levels.

### 3 Ensure Monitoring, Transparency, Comparability and Consistency

---

► **Ensure that monitoring of safeguards is transparent and comparable.**

In Durban, a common structure for national information systems on compliance with social and environmental safeguards and REDD+ co-benefits must be defined and established under the UNFCCC. It will be supplied by the information systems set up on the national level. These information systems must provide transparent, comparable and publicly accessible information so that abuses can be identified and denounced.

► **Ensure that REDD+ MRV systems are consistent, transparent and comparable.**

These systems must be based on scientific information (including IPCC guidelines) and best practices.

> Ensure strict monitoring of emissions reductions: National MRV systems must allow the strict monitoring of effective greenhouse gas reductions.

> Set up comparable and consistent MRV systems: National MRV systems must generate internationally comparable data. They must be based on a shared structure and criteria, to be determined in Durban. National systems must be based on the monitoring systems and existing knowledge within each country.

> Evolve toward national MRV systems: MRV systems must be national; the interim subnational MRV systems must rapidly evolve into national systems.

### 4 Ensure the Environmental Integrity of REDD+

---

Deforestation and emissions baselines are two very different approaches but they are linked, in particular since they determine the threshold based on which countries will receive results-based payments for their REDD+-related emissions reductions.

In Durban, modalities need to be defined to:

► **Allow additional, verified and permanent emissions reductions.**

The modalities determined in Durban must notably avoid "carbon leakage" and double counting, thereby preventing the creation of "hot air."

► **Establish transparent baselines that ensure the environmental integrity of REDD+.**

There are several methods available to establish baselines: historical or projected. The two methods imply a number of problems and uncertainties. For this reason, baselines must respect the following principles:

> Be established in a transparent manner;

> Be adjusted depending on national characteristics and available data;

> Promote broad participation and create incentives in countries with strong forest cover; and

> Be consistent with other national baselines in order to ensure the environmental effectiveness of REDD+ on the international scale.

## 5 REDD+ Funding

### ► In Durban, create a specific REDD+ window of the Green Climate Fund.

The COP17 must determine a financial mechanism that can sustainably, adequately and predictably mobilize amounts sufficient to meet the needs (estimated at 42 billion US dollars per year from 2013 to 2017). Innovative financing mechanisms must be created to fund the Green Climate Fund. The public financing mobilized must be in addition to official development assistance targets.

### ► Distribute REDD+ financing and benefits equitably.

Fair and equitable mechanisms to govern and distribute REDD+ financing and benefits must be set up on the national and local levels. They must benefit people who manage the forests, including indigenous peoples and local communities. Women must not be excluded from these mechanisms, given their participation in forest resource management.

### ► Transparent and comparable reporting of REDD+ finance.

MRV of support allocated to REDD+ on the international scale must ensure the transparency of the financial and technical support provided by developed countries based on clear, comparable and consistent reporting criteria.

## 6 Learn Lessons from Official Development Assistance

REDD+ must learn from previous programs and projects to support the fight against deforestation and forest degradation.

### ► Learn lessons from what exists.

Past and existing policies, programs and projects in the forest sector can provide valuable lessons for REDD+. These interventions can be brought into coherence and integrated into REDD+ strategies. Monitoring and evaluation, as well as the analysis and documentation of good practices, which have been neglected by Official Development Assistance (ODA), are still essential for effective and equitable implementation of REDD+ finance.

### ► Grant a large share of subsidies, in particular in Least Developed Countries (LDCs).

Unlike current ODA allocated to the forest sector, which consists mostly of loans, REDD+ finance must contain a large proportion of grants to finance institutional support, capacity building, and community management of forest resources, especially in LDCs.

### ► Allocate financing based on the national priorities and strategies of recipient countries.

Climate finance must move beyond the donor-recipient relationship that predominates for ODA.

#### > Contacts in Durban:

Célia GAUTIER - Gret / Coordination SUD: [gautier@gret.org](mailto:gautier@gret.org)  
Anne CHETAILLE - Gret / Coordination SUD: [chetaille@gret.org](mailto:chetaille@gret.org)

#### > Press contact in Durban:

Chantal DURAY-SOUNDRON - Coordination SUD: [duray@coordinationsud.org](mailto:duray@coordinationsud.org)

**Coordination SUD (Solidarity, Relief, Development)** is the national platform of French development and relief NGOs. Founded in 1994, it brings together more than 130 member NGOs and 6 member networks (CLONG-Volontariat, CNAJEP, Coordination d'Agen, CRID, FORIM, Groupe Initiatives) that are active in the fields of humanitarian relief, development assistance, environmental protection, and human-right defense. Member NGOs work together in specific working groups on various issues to align their positions and build shared advocacy campaigns.

→ 14, passage Dubail • 75010 Paris • Tel.: +33 1 44 72 93 72 • Fax.: +33 1 44 72 93 73 • [www.coordinationsud.org](http://www.coordinationsud.org)

**Coordination SUD's Climate and Development Working Group (CDWG)** works on the links between development and climate change. It brings together approximately thirty development and environmental NGOs that are members of Coordination SUD and/or Climate Action Network France (CAN-F). CDWG is lead by Gret. Its objectives are: to facilitate experience and information sharing among member organizations; to raise awareness among French development and relief NGOs on climate-related issues and help them mainstream climate change issues in their projects; to help member organizations build collective positions on climate change mitigation and adaptation in developing countries; and carry out advocacy and reporting work in the international climate change negotiations.



## Coordination SUD's Recommendations for the Durban Climate Change Conference

### Principles for the Governance of Adaptation *Anticipating Risks and Ensuring Mandatory Cooperation*

 28 November - 9 December 2011, Durban (South Africa)

Countries have delayed effective action to reduce global greenhouse gas emissions. This increases the risk of a global temperature rise beyond 2°C, which increases the risks related to the negative impacts of climate change, especially in the poorest countries which will also be the most affected countries. The IPCC has now proven with certainty the link between climate change and natural disasters: flooding in Asia, heat waves—the climate is showing its upsets and calling for urgent action by the international community. Reactive and anticipatory adaptation is an indispensable condition to eradicate poverty worldwide, and its financing is a priority investment for current and future generations. While the Cancun Agreements were an important step with the creation of the adaptation framework, the Durban Conference must send a strong signal in favor of climate justice and propose new forms of international cooperation.

► **The adaptation framework must take into account the realities in the field**, in all their diversity and complexity. To fulfill this requirement, governance of the framework must foster dialogue with the representatives of major groups, and define and strengthen their role: women, NGOs, employees and unions, local authorities, scientific and technical communities, children and youths, farmers, indigenous peoples and communities, businesses and industries.

► **The framework for adaptation must foster an integrated climate-development vision.**

Beyond distinctions between adaptation and mitigation and between adaptation and development, the aim is to unite the fight against climate change with the fight against poverty in an optic of development accessible for all in the coming decade. We will not be able to attain the Millennium Development Goals unless climate change is integrated into development strategies. This is accomplished through a democratic process and greater interdisciplinary expertise.

#### **Our Priorities for Adaptation**

- The Adaptation Committee's composition and operating modalities should reflect the requirement of equity and transparency.
- The national adaptation plans must be made more operational.
- Coherence must be built from the local to the global level: integrate local and territorial realities, skills and knowledge.
- Prevent losses and damages rather than repair them.

# 1 Ensure transparency and equity in the composition and operating modalities of the Adaptation Committee

---

## ► Give the Committee a technical and coordinating role.

The Adaptation Framework should not only help people understand climate change adaptation challenges at the global level, but it should also help them adapt at the regional, national and local level. The role of the Adaptation Committee should lie between science and policy. It is the central body in a vast, multi-thematic system. It should be linked to other institutions and it should connect realities on the ground global challenges.

## ► Guarantee the representativeness of its components, the legitimacy of its (elected) members, transparent communication, and a shared assessment process.

The equity principle will only be ensured if the diversity of geographic areas and States as well as various development situations are represented. In particular, countries that are especially vulnerable to climate change—Aosis, LDCs, Africa Group and mountainous countries—should be represented. The Adaptation Committee will rely on multidisciplinary expertise for an integrated vision of adaptation challenges, mitigation, development and poverty alleviation.

## ► Recognize and strengthen the role of observers.

Representatives of Major Groups, notably women, should be able to contribute to the debate and submit proposals on the definition of the Adaptation Committees specific functions and/or priorities.

## ► Establish a direct connection between the Adaptation Committee and the Green Climate Fund:

The alignment of the adaptation and finance components of the international negotiations is a pressing demand by developing countries. The Adaptation Committee should be able to provide the Green Climate Fund with advice on the allocation of financial support. This would help to deliver suitable and sustainable financial resources to support the implementation of action plans, and favor direct access to adaptation finance by local actors (local governments, NGOs) to promote coherence —not competition— between different levels of intervention (regional, national, and territorial).

# 2 Make the national adaptation plans more operational

---

## ► Define flexible orientations for national adaptation plans:

The National Adaptation Programs of Action (NAPAs) aimed to identify and prioritize urgent adaptation needs, while the National Adaptation Plans (NAPs) are supposed to be more general and inter -sectoral, covering medium- and long-term needs and integrated into countries' development plans. Guidelines should not be imposed on States; they must instead offer cooperation, financial and technological modalities and tools to allow States to determine suitable integrated development strategies focusing on action. The recommended roadmaps and tools should allow for flexibility and be adapted to territorial realities.

► **Favor the emergence of democratic processes.**

The elaboration of national adaptation plans must arise from a democratic process and must not in any way be imposed. The NAPs will in this way be elaborated through public participation and open the way to democratic processes for the elaboration and implementation of territorial strategies. The involvement of socioeconomic actors, including the private sector, and the consideration of indigenous and traditional knowledge are crucial.

► **Coordinate national adaptation plans with other planning documents.**

The proliferation of planning documents and strategies dilutes efforts and financial resources, and fuels contradictions. Poverty alleviation, disaster risk reduction, economic development, agricultural development, emission mitigation (NAMAs), biodiversity protection, fighting desertification and soil degradation, food security, etc. Coordinating all these strategies is necessary to ensure coherence, effectiveness and efficiency.

► **Support the development of regional centers to coordinate research and support capacity building.**

► **Guarantee reliable and lasting public funding in the form of grants.**

The Conference of the Parties must take note of the difficulties encountered by the Parties in financing and implementing the NAPAs, and adjust institutional and operational support.

## **3 Build coherence from the local to the global level: Integrate local and territorial realities, skills and knowledge**

---

► **Improve the definition and consideration of vulnerability to the impacts of climate change.**

Vulnerability is a complex, multifaceted reality that is difficult to grasp at the global level because of the heterogeneity of national and territorial circumstances, the diversity of impacts, and the uncertainty of knowledge on local and/or long-term impacts. Evaluating vulnerabilities is, however, necessary when defining priorities for action and funding at the international level. The first step is therefore to determine a shared definition of vulnerability based on a bottom-up approach to adaptation.

► **Set up regional rankings** by geographic entity rather than countries, via research centers. This would improve the understanding of vulnerabilities, foster capacity building and facilitate access to technologies and adequate financial support.

► **Take into account territorial criteria:** socioeconomic, geographic (coastal, arid, mountainous, etc.), and institutional contexts.

► **Strengthen the role of the Nairobi Work Program.**

This program came to an end in 2010, and COP16 was an opportunity to assess it and decide whether or not to continue it. Faced with the limitations of this program (highly technical, not adapted to country needs, little operational, failing dissemination system, etc.), new priorities need to be set:

> Establish thematic work programs on water, food and agriculture, infrastructures and human settlements, ecosystems, and energy;

- > Improve consideration of gender as a cross-cutting theme in the various areas of the work program;
- > Involve stakeholders and representatives of major groups through direct contributions; and
- > Facilitate wide dissemination of knowledge and information so as to make it available to anyone.

- > Prepare communities by creating a culture of safety and resilience at all levels through information, awareness and training; and
- > Step up Research and Development, and observation and warning systems. To this aim, new forms of technical cooperation, backed by international institutional and financial support, should be proposed.

## 4 Loss and damage: Prevent and prepare rather than repent and repair

### ► Make a potential Loss and Damage Mechanism conditional on global action to reduce emissions in accordance with scientific information.

The search for a world insurance system is a last-ditch solution in response to the delays in taking action to mitigate greenhouse gas emissions. It must not replace these efforts.

### ► Disaster risks Prevention: Apply the Hyogo Framework for Action.

Risk reduction should be considered a national priority by States and territories, and should be addressed accordingly:

### ► Reduce vulnerabilities upstream.

The aim is to adapt or shift development plans to steer them towards low carbon strategies that are resilient to the impacts of climate change. This implies:

- > Improving policy coherence: development and urban planning, energy and environment policies, etc. Territorial stakeholders have a key role to play in this respect, and must be involved in setting international priorities; and
- > Identifying technical solutions to adapt agricultural, industrial and energy production techniques, construction techniques, etc. to new climate adaptation challenges.

#### > Contacts in Durban:

Marie CHÉRON - 4D / Coordination SUD: [mcheron@association4d.org](mailto:mcheron@association4d.org)  
Swan FAUVEAUD - Geres / Coordination SUD: [s.fauveaud@geres.eu](mailto:s.fauveaud@geres.eu)

#### > Press contact in Durban:

Chantal DURAY-SOUNDRON - Coordination SUD: [duray@coordinationsud.org](mailto:duray@coordinationsud.org)

**Coordination SUD (Solidarity, Relief, Development)** is the national platform of French development and relief NGOs. Founded in 1994, it brings together more than 130 member NGOs and 6 member networks (CLONG-Volontariat, CNAJEP, Coordination d'Agen, CRID, FORIM, Groupe Initiatives) that are active in the fields of humanitarian relief, development assistance, environmental protection, and human-right defense. Member NGOs work together in specific working groups on various issues to align their positions and build shared advocacy campaigns.

→ 14, passage Dubail • 75010 Paris • Tel.: +33 1 44 72 93 72 • Fax.: +33 1 44 72 93 73 • [www.coordinationsud.org](http://www.coordinationsud.org)

**Coordination SUD's Climate and Development Working Group (CDWG)** works on the links between development and climate change. It brings together approximately thirty development and environmental NGOs that are members of Coordination SUD and/or Climate Action Network France (CAN-F). CDWG is lead by Gret. Its objectives are: to facilitate experience and information sharing among member organizations; to raise awareness among French development and relief NGOs on climate-related issues and help them mainstream climate change issues in their projects; to help member organizations build collective positions on climate change mitigation and adaptation in developing countries; and carry out advocacy and reporting work in the international climate change negotiations.

## Coordination SUD's Recommendations for the Durban Climate Change Conference

### Making Climate Finance Fair and Efficient Through Better Coordination and Use

 28 November - 9 December 2011, Durban (South Africa)

Part of the 100 million dollars per year that developed countries must mobilized by 2020 to meet the financing needs of developing countries will transit through the Green Climate Fund to fight climate change. The institutions and governance rules within the Green Climate Fund must guarantee equitable and effective allocation and use of these financial resources. They should take inspiration from the major principles and targets of the Paris Declaration and the Accra Agenda for Action on aid effectiveness, in particular ownership by partner developing countries, alignment of aid with their priorities, donor coordination, simplification of finance access procedures, predictability, and mutual accountability. At a time when the fourth Forum on Aid Effectiveness is opening in Busan (South Korea), the international community meeting in Durban must take into account the lessons—both best practices and failures—from several decades of development finance and propose innovative solutions for governance of the Green Climate Fund.

#### Our Priorities for Green Climate Fund Governance

- Improve coordination.
- Foster national ownership.
- Promote priority-based allocation of financing that is fair and depoliticized.
- Favor suitable, supervised and equitable financial instruments.
- Involve civil society in decision-making processes.
- Reproduce and step up good practices.

## 1 Improve coordination in financing

### ► Lessen fragmentation of climate finance.

Climate finance is the subject of unprecedented splintering. More than 25 funds are devoted to climate change, in addition to development agencies' climate portfolios. Recipient countries, and least developed countries (LDCs) in particular, are faced with a multitude of procedures and modalities. This fragmentation therefore impedes coherence in and efficient use of climate finance. The Green Climate Fund must aim to lessen this fragmentation in climate finance and simplify the climate finance landscape.



► **Allocate a large share of finance in the form of national envelopes.**

In this way, financing will be more likely to respond to recipient developing countries' national priorities and needs. These national envelopes will improve the predictability of available financial resources and the planning of actions to implement.

► **Establish an international platform—modeled on the Intergovernmental Panel on Climate Change—on climate finance.**

It would be in charge of monitoring and assessing flows, instruments, and the allocation of international climate finance to improve coordination and avoid duplication.

## 2 Foster national ownership of climate finance

---

► **Favor developing countries' direct access to finance.**

There are many intermediary implementation agencies today. They act as substitutes for governments and generate high transaction costs. Governments and non-state actors in developing countries must be able to access the Green Climate Fund easily and directly.

► **Support the creation or consolidation of the national fiduciary bodies in the framework of the Adaptation Fund.**

These bodies will be in charge of managing climate finance within countries and allocating financial support to actors interested in implementing actions to fight climate change, in compliance with national strategies.

► **Create multi-actor platforms.**

Taking their inspiration from the Global Fund to Fight AIDS, Tuberculosis and Malaria, these platforms would bring together all stakeholders—NGOs, ministries, researchers, local authorities, union federations and farmers' organizations. They would benefit from adequate resources to allow various actors to participate effectively in the design of national strategies and examine financing requests from project implementers, in conjunction with the national fiduciary body.

► **Devote sufficient support to building the institutional capacities of state and non-state actors.**

These actions are crucial to allow these stakeholders to contribute actively to national climate strategy design and implementation. They can help improve absorption capacity in developing countries.

## 3 Promote priority-based allocation of financing that is fair and depoliticized

---

► **Establish thematic windows for financial support.**

Support must be clearly identified and allocated specifically to adaptation, mitigation and reducing greenhouse gas emissions from deforestation and forest degradation (REDD+).

► **Finance the urgent adaptation needs of LDCs in priority.**

The Fund must aim to overcome existing gaps. It must ensure that financing is re-balanced in favor of adaptation.

► **Depoliticize project selection.**

The Green Climate Fund's Board must be entrusted with elaborating strategic and operational guidelines, including the definition of allocation criteria for national envelopes and project monitoring and assessment. It would

be up to the technical committee, composed of experts from developed and developing countries, to validate the quality of the projects submitted by the national fiduciary bodies according to guidelines set by the Board. The secretariat would be in charge of administration.

## 4 Favor suitable, supervised and equitable financial instruments

---

### ► Diversify the size of eligible finance.

National envelopes must make it possible to finance projects, programs and policies so as to take into account the diversity of actors involved in fighting climate change. Small-scale projects are especially necessary to support the development, testing and dissemination of innovative practices on the micro level.

### ► Provide finance in the form of grants, in particular in least developed countries and for adaptation actions.

Least developed countries and small island developing states are the primary victims of climate change. It would be unfair and contradictory for vulnerable countries to go into debt to finance adaptation policies while they are not responsible for climate change. Accordingly, adaptation actions in developing countries should be a compensation paid in the form of grants.

### ► Supervise the allocation and use of private finance.

Guidelines must be established to ensure that private finance contributes effectively to a post-carbon energy transition while respecting the socioeconomic needs of developing countries.

## 5 Involve civil society in decision-making processes

---

### ► Include the participation of active observers from civil society on the Board.

The Board must give civil society a central position. Active observers from civil society must be selected in a transparent manner by their constituencies, along the lines of the Civil Society Mechanism of the FAO Committee on World Food Security.

### ► Involve field experts from civil society in the technical committee.

These experts must be selected based on their knowledge of local realities and climate change issues, and their proximity to field actors.

### ► Build the capacities of non-state actors.

The aim is to increase their participation in national decision-making and the implementation of actions in the field.

---

## 6 Reproduce and step up good practices

---

### ► Ensure participatory monitoring and assessment of projects.

Monitoring and assessment have been neglected by Official Development Assistance (ODA) and climate finance. When done, they are rarely participatory. Dialogue processes must be set up within projects so that the stakeholders involved, especially the beneficiaries, can give their opinion on project actions and accomplishments.

### ► Analyze and document experience to improve project quality and allow for innovation.

The lessons and recommendations from project assessments must be taken into account by the Green Climate Fund monitoring and assessment unit. They can be used, if needed, to revise project eligibility criteria in conjunction with the Board and the technical committee.

---

#### > Contacts in Durban:

Anne CHETAÏLLE - Gret / Coordination SUD:chetaille@gret.org

Celia GAUTIER - Gret / Coordination SUD:gautier@gret.org

#### > Press contact in Durban:

Chantal DURAY-SOUDRON - Coordination SUD:duray@coordinationsud.org

**Coordination SUD (Solidarity, Relief, Development)** is the national platform of French development and relief NGOs. Founded in 1994, it brings together more than 130 member NGOs and 6 member networks (CLONG-Volontariat, CNAJEP, Coordination d'Agen, CRID, FORIM, Groupe Initiatives) that are active in the fields of humanitarian relief, development assistance, environmental protection, and human-right defense. Member NGOs work together in specific working groups on various issues to align their positions and build shared advocacy campaigns.

→ 14, passage Dubail • 75010 Paris • Tel.:+33 1 44 72 93 72 • Fax.:+33 1 44 72 93 73 • [www.coordinationsud.org](http://www.coordinationsud.org)

**Coordination SUD's Climate and Development Working Group (CDWG)** works on the links between development and climate change. It brings together approximately thirty development and environmental NGOs that are members of Coordination SUD and/or Climate Action Network France (CAN-F). CDWG is lead by Gret. Its objectives are: to facilitate experience and information sharing among member organizations; to raise awareness among French development and relief NGOs on climate-related issues and help them mainstream climate change issues in their projects; to help member organizations build collective positions on climate change mitigation and adaptation in developing countries; and carry out advocacy and reporting work in the international climate change negotiations.