



WWF Submission

Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security

March 2023

WWF is pleased to submit views on the elements of the joint work referred to in paragraphs 14–15 of FCCC/CP/2022/L.4, including views on topics for the workshops referred to in paragraph 15(b), for consideration by the subsidiary bodies at their fifty-eighth sessions (June 2023).

Summary

Anchoring a food systems approach in the Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security (referred to as “joint work on agriculture and food security” in this submission) is essential to keep 1.5°C within reach and nourish all people within planetary boundaries.

Proposal 1: The first workshop should be used to decide which elements of the food system to prioritise for the joint work on agriculture and food security. Three elements of the food systems should be prioritised: (1) Nature positive food production, (2) Healthy and sustainable diets and nutrition, and (3) Food loss and waste.

Proposal 2: The joint work on agriculture and food security needs a robust structure to effectively deliver on its agreed objectives and leverage means of implementation. Simply organising workshops will not be enough. At a minimum, Parties should also agree on and adopt an action plan / road map to implement the recommendations made under the Koronivia joint work on agriculture. Further, we propose a coordination platform to align engagement on agriculture and food systems within the UNFCCC and with other UN entities. Most important for implementation would be an enabling programme to drive implementation at the national level by supporting Parties in accessing and leveraging finance and other means of implementation, and a forum for Parties to discuss and integrate agriculture and food systems in national policy instruments.

Embedding a food systems approach at the heart of the joint work on agriculture and food security would greatly help in fulfilling its roles and implementing its objectives: strengthen coordination and engagement within and outside of the UNFCCC, spur national implementation through access to finance, and integrate food systems in national policies.

Anchoring a food systems approach in the joint work on agriculture and food security is essential to keep 1.5°C within reach

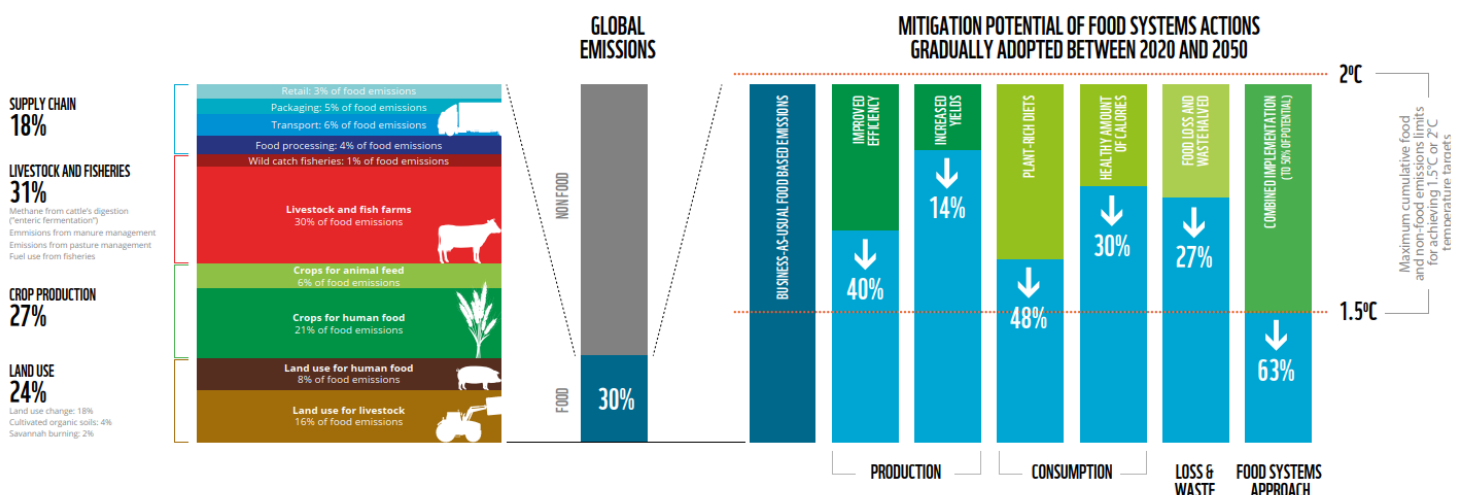
Anchoring a food systems approach in the Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security to keep the 1.5°C goal within reach should be a priority for Parties. The IPCC is clear that without addressing emissions from food systems (in addition to rapid decarbonisation of all other sectors), it will not be possible to keep global warming below 1.5°C.

Limiting global warming to 1.5°C, preventing irreversible biodiversity loss, and nourishing all people within planetary boundaries will be impossible without an urgent and profound transformation of the global food system. The current food system, dominated by industrial scale production, is a major driver of climate change, with up to 30% of greenhouse gas emissions linked to the food system. While over 820 million people suffer from hungerⁱ, the food that is lost and wasted post-harvest could feed over 1.2 billion peopleⁱⁱ.

Adapted from 'Bending the Curve: The Restorative Power of Planet Based Diets (WWF) and Global food system emissions could preclude achieving 1.5°C and 2°C climate change targets (Clark et. al.)

For illustrative purposes only

* Assumes linear reduction to de-carbonisation in 2050 in all other sectors



This visual highlights where food-based emissions come from (left side). Food systems generate around 30% of all greenhouse gas emissions (middle). Joint action on production, consumption, and food loss and waste is required to ensure that food-based emissions are aligned with a 1.5°C future (right side). Source: WWF (2021)

The IPCC has recognised the importance of considering a food systems approach in tackling climate change. The IPCC AR6 underscores that “implementing supply- and demand-side policies in combination makes ambitious mitigation targets easier to achieve”. Beyond mitigation benefits, a transition towards healthy and sustainable diets and nutrition would “reduce pressure on forests and land used for feed”, preserve biodiversity and planetary health, and tackle malnutrition, while reducing food loss and waste along the food chain would alleviate desertification, land degradation and water scarcity, safeguard food security, and decrease povertyⁱⁱⁱ. The Koronivia workshop report on the “Socioeconomic and food security dimensions of climate change in the agricultural sector” also references the IPCC findings on diets and food loss and waste: “The widespread adoption of a balanced diet presents

opportunities for reducing emissions from food systems and improving health outcomes, while reducing food loss and waste could also help to lower emissions and improve food security”^{iv}.

While the Koronivia joint work on agriculture was largely focusing on issues related to agricultural production, multiple Party submissions under Koronivia already made explicit references to food systems. There were suggestions to carry out work on food systems in a number of written submissions by Parties, including from Argentina^v, Egypt on behalf of the African Group of Negotiators^{vi}, Indonesia^{vii}, and Kenya^{viii}. The link between food systems and food security was highlighted by Argentina^{ix}, Brazil^x, Chile on behalf of Belize, Brazil, Costa Rica, Colombia, Ecuador, the Dominican Republic, Panama, Paraguay and Uruguay^{xi}, and Uruguay^{xii}.

At COP27 last year, food systems received unprecedented attention for a UNFCCC COP, with a high-level roundtable on food security, several pavilions focused on food systems, as well as a dedicated day on “Agriculture and Food Systems”. The momentum around food systems is expected to grow in the run-up to and at COP28, with the incoming UAE COP presidency having already signalled that food systems will be a key priority at COP28, and the stocktake of the UN Food Systems Summit happening in July 2023.

Paragraph 14 (a) of the decision FCCC/CP/2022/L.4 establishing the joint work provides a clear objective for the joint work to consider a food systems approach. It underscores that the joint work should aim at “*promoting a holistic approach to addressing issues related to agriculture and food security*”. The food systems approach provides this comprehensive and holistic perspective to agriculture and food security.

A food systems approach is key to implementing the joint work's objectives

Embedding a food systems approach at the heart of the joint work on agriculture and food security would greatly help in delivering its objectives, outlined in paragraph 14 of the decision FCCC/CP/2022/L.4 establishing the joint work:

Agreed objective of the joint work	How the food systems approach can help in implementing this objective
(14c) <i>“Promoting synergies and strengthening engagement, collaboration and partnerships among national, regional and international organizations and other relevant stakeholders”</i>	At the moment, the different elements of food systems are governed largely in siloes, and food policies are fragmented at the national level ^{xiii} . A food systems approach would address those siloes, as an approach that facilitates collaboration and cooperation between agricultural organisations and other relevant stakeholders (working on nutrition, health, environment, climate, and trade).
(14b) <i>“Enhancing coherence, synergies, coordination, communication and interaction between Parties, constituted bodies and workstreams”</i>	Embedding a food systems approach within the joint work on agriculture and food security could empower its stakeholders and provide them with a stronger mandate to harmonise and integrate the work on agriculture and food systems across the UNFCCC.
(14g) <i>“Sharing information and knowledge on developing and implementing national policies, plans and strategies related to climate change”</i>	The joint work could host dialogues on the needed integration of the key elements of food systems, like food loss and waste or healthy and sustainable diets and nutrition, in NDCs. National policy instruments would benefit from integrating a food systems approach, which could attract additional international climate finance, and allow stronger synergies between NDCs, NAPs, and National Biodiversity Strategies and Action Plans (NBSAPs).
(14d) <i>“Providing support and technical advice to Parties, constituted bodies and the operating entities of the Financial Mechanism”</i>	Currently only 3% of public climate finance are directed to food systems, while over USD500 billion of public money are spent on agricultural practices that can have harmful impacts on the environment and climate ^{xiv} . Embedding a food systems approach at the heart of the activities of the joint work on agriculture and food security could contribute to increasing funding for food systems transformation, for example by tapping into new sources of funding whose scope goes beyond agricultural production. It could also help in accessing finance from financial entities such as the Green Climate Fund, which has prioritised the “reconfiguration of food systems” as a priority area in its work on “health, food and water security”, or the Global Environment Facility, which has established a “Food Systems Integrated Program” as part of its most recent replenishment programme (GEF-8). The holistic perspective provided by a food systems approach would also guarantee that the finance flows directed towards agriculture present benefits for climate, nature, and communities.

Proposal 1: use the first workshop to build a shared understanding of the role of food systems in the context of the joint work and prioritize key elements

Paragraph 15 (b) of the decision FCCC/CP/2022/L.4 establishing the joint work on implementation of climate action on agriculture and food security requests the secretariat to hold in-session workshops on agreed topics related to agriculture and food security. **We suggest that the first workshop should be organised on the theme of food systems.**

As an outcome of the workshop on food systems, Parties should build a shared understanding of the role of food systems in tackling climate change while ensuring food security for all and **agree on the key elements of food systems that should be prioritised and addressed in the context of the joint work on agriculture and food security.**

According to FAO, “A sustainable food system is one that delivers food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition for future generation is not compromised^{xv}”. **In the context of the joint work on agriculture and food security, taking a food systems approach should encompass three key elements, which Parties should prioritise and jointly address:**

- 1. Nature positive food production**
- 2. Healthy and sustainable diets and nutrition**
- 3. Food loss and waste**

Nature positive food production does not exceed the carrying capacity of ecosystems and the planet and supports the livelihoods, food, and nutrition needs of current and future generations while delivering essential ecosystem services, including soil, water, and climate regulation^{xvi}. It maintains and enhances ecological processes and functions, and is characterised by a regenerative, non-depleting, and non-destructive use of natural resources^{xvii}.

The focus on healthy and sustainable diets and nutrition as well as on food loss and waste builds on the IPCC findings. The IPCC AR6 highlights that reducing food loss and waste and shifting to “balanced, sustainable healthy diets” are the two consumption-related measures with the largest climate mitigation potential in the AFOLU sector (it also outlines the massive mitigation potential of making food production more sustainable)^{xviii}. Paragraph 2 (t) of the decision FCCC/CP/2022/L.4 establishing the joint work on agriculture and food security recognises the importance of the food systems approach “*for adaptation, adaptation co-benefits and mitigation*” and explicitly highlights reducing food loss and waste as an essential solution. With food loss and waste occurring at every stage of the supply chain, including in food production, it is imperative to take a “farm to fork” perspective: for example, infield losses at or around harvest account for 8% of food produced to be wasted^{xix}. It is also paramount at every step of the process to ensure fair and equitable access to healthy and sustainable diets and nutrition. Food and nutrition security for all is a prerequisite for this approach, alongside remaining within the planet’s boundaries.

Food systems in their entirety include more than those three key elements. However, additional elements may not be as relevant in the context of the joint work on agriculture and food security. For example, transport is not included in the three elements above, as a sector already addressed in other parts of the UNFCCC and with “*overall a minor importance for food system GHG emissions, with a share of 5% to 6%*”

according to the IPCC AR6. The focus on the three elements also aligns with the membership of the joint work, which is primarily driven by representatives from agriculture ministries who usually have a clear mandate to act on food production, consumption patterns, as well as food loss and waste.

A robust structure is essential to implement the objectives of the joint work on agriculture and food security

A robust structure is paramount to ensure that the joint work on agriculture and food security effectively implements “*the outcomes of the Koronivia joint work on agriculture and previous activities addressing issues related to agriculture, as well as future topics*” (paragraph 14 of the decision FCCC/CP/2022/L.4 establishing the joint work) and delivers a food systems approach to climate action.

To fulfil the objectives outlined in paragraph 14, simply organising workshops will not be enough. In the submissions on future topics and views on the progress of the Koronivia joint work on agriculture, Parties and observers indicated that the activities of the Koronivia “successor” should go beyond the organisation of another round of workshops.

Party submissions also emphasised the importance of building on the recommendations from the Koronivia workshops and implementing those recommendations at the national level. The title of the new joint work itself supports a structure that focuses on “implementation” and “action”, rather than just workshops.

The activities of the joint work on agriculture and food security should also be aligned with the objectives outlined in FCCC/CP/2022/L.4 paragraph 14. The table below suggests several roles for the new joint work, each connected with one objective outlined in paragraph 14, as well as a series of activities, which would come in addition to and complement the workshops.

Agreed objective of the joint work	Suggested role for the joint work	Activities related to this objective
(14b) <i>“Enhancing coherence, synergies, coordination, communication and interaction between Parties, constituted bodies and workstreams”</i>	A coordination platform to harmonise and integrate the work on agriculture and food systems <u>across</u> the UNFCCC.	<ul style="list-style-type: none"> • Agree on global targets and desired outcomes on food systems and climate action, including key technical priorities and “no-regret” options. This would send a strong signal to outside stakeholders, and especially international financial institutions and multilateral development banks, to prioritise action and funding for specific targets and technical areas as defined under the joint work. • Map out all the mandates and activities of the constituted bodies and financial entities that are relevant to agriculture and food systems. This mapping could be carried out by the Secretariat and made available to all Parties and observers. • Request constituted bodies and financial entities of the UNFCCC to better integrate or prioritise agriculture and food systems in their mandates and workplans. • Input into other workstreams of the UNFCCC, such as the Global Stocktake, or the Global Goal on Adaptation.
(14c) <i>“Promoting synergies and strengthening engagement, collaboration and partnerships among national, regional and international organizations and other relevant stakeholders”</i>	A coordination platform to harmonise and integrate the work on agriculture and food systems <u>outside</u> of the UNFCCC.	<ul style="list-style-type: none"> • Map out the processes, institutions and initiatives that could provide inputs into the joint work. Among them: FAO, World Food Programme, Committee on Food Security, High-level Panel of Experts on Food Security and Nutrition, World Bank, IFAD, UN Food Systems Summit, IPCC, UNCCD, UN CBD, relevant SDGs, FAST initiative, etc. • Involve those relevant processes, institutions, and initiatives in the workshops and other activities of the joint work.
(14d) <i>“Providing support and technical advice to Parties, constituted bodies and the operating entities of the Financial Mechanism”</i>	An enabling programme to drive implementation at the national level.	<ul style="list-style-type: none"> • Map out the existing funding opportunities and incentive schemes related to food systems and agriculture in the UNFCCC. The Secretariat could be tasked with compiling this information in one report, which could include recommendations on how to better access relevant funding sources, for example from the GCF. Recommendations should also outline how finance to smallholder farmers and rural women will be increased and accessed.

		<ul style="list-style-type: none"> • Set up an exchange among Parties on their experiences with the financial mechanisms of the Convention to fund agriculture-related projects. This could help with identifying barriers to access and sharing good practices. • Establish a report to the COP by the constituted bodies and financial entities on their activities related to food systems and agriculture, to identify progress, challenges, and additional work to be undertaken. • Identify flagship projects aligned with the objectives and priorities of the joint work, which would then be implemented or scaled-up.
<p>(14g) <i>“Sharing information and knowledge on developing and implementing national policies, plans and strategies related to climate change”</i></p>	<p>A forum to discuss and integrate agriculture and food systems in national policy instruments.</p>	<ul style="list-style-type: none"> • Provide clear guidance and recommendations to Parties on how to better include agriculture and food systems in national policy instruments. Such guidance and recommendations would highlight successes, challenges, and lessons learned. They would include instruments such as NDCs, National Adaptation Plans, Long-Term Strategies, Nationally Appropriate Mitigation Actions, Technology Needs Assessments, and Technology Action Plans.

Proposal 2: establish an effective structure for the joint work

As a minimum, an action plan / road map to implement the Koronivia recommendations is essential for an effective joint work. Parties should discuss, agree, and deliver an action plan / road map that would include priority areas with objectives, activities with associated deliverables, a timeline, and responsibilities with relevant stakeholders involved. This action plan / road map should be discussed and agreed by Parties this year. It should build on the recommendations from the Koronivia workshops, and its structure could be informed by the Gender Action Plan^{xx} and the action plan under the work programme on Action for Climate Empowerment^{xxi}. This action plan / road map must focus on the implementation of the workshop recommendations organised under the Koronivia joint work on agriculture (outlined in paragraph 2 of the decision FCCC/CP/2022/L.4 establishing the joint work).

To ensure an effective and comprehensive implementation of the joint work’s objectives, we further propose:

- A **coordination platform to align engagement** on agriculture and food systems within the UNFCCC and with other UN entities,
- Most important for implementation will be an **enabling programme to drive implementation** at the national level, by supporting Parties in accessing and leveraging finance and other means of implementation,
- As well as a **forum for Parties** to discuss and integrate agriculture and food systems in national policy instruments.

This proposal results in four options for the structure of the joint work, from an option that would not achieve the objectives outlined in paragraph 14 to an option that would achieve all those objectives:

OPTION 0
Includes: 1) workshops.
Background: a “non-option”, given the strong interest from Parties for activities going beyond workshops, and the mandate in the decision adopted at COP27.
Achievement of the joint work’s objectives: simply organising workshops will not allow the achievement of the objectives in paragraph 14.

OPTION 1
Includes: 1) workshops, and 2) an action plan / road map.
Background: The action plan / road map would aim at implementing the recommendations from previous workshops.
Achievement of the joint work’s objectives: this would be the “minimum option”, which would only partially achieve the objectives in paragraph 14.

OPTION 2

Includes: 1) workshops, 2) an action plan / road map, 3) a coordination platform.

Background:

- The action plan / road map would aim at implementing the recommendations from previous workshops.
- The coordination platform would harmonise and integrate the work on agriculture and food systems across the UNFCCC and outside of the Convention. It could be staffed by the UNFCCC Secretariat, with the support of interested agencies, for example FAO.

Achievement of the joint work's objectives: This option would fulfil some of the objectives in paragraph 14.

OPTION 3

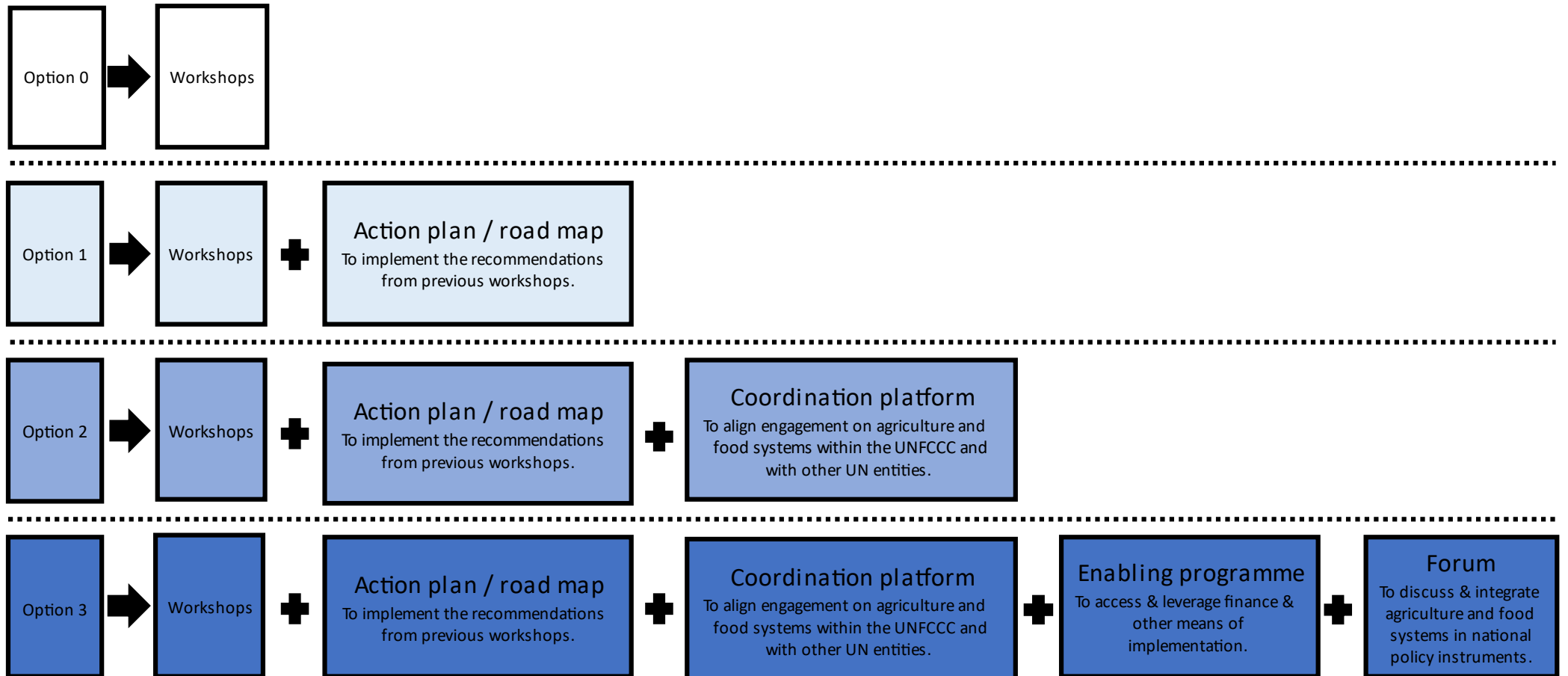
Includes: 1) workshops, 2) an action plan / road map, 3) a coordination platform, 4) an enabling programme, and 5) a forum

Background:

- The action plan / road map would aim at implementing the recommendations from previous workshops.
- The coordination platform would fulfil the same role as for option 2 above.
- The enabling programme would focus on driving implementation at the national level, by supporting Parties in accessing and leveraging finance and other means of implementation.
- The forum would provide a space for Parties to discuss and integrate agriculture and food systems in national policy instruments.

Achievement of the joint work's objectives: this option would fulfil all the objectives in paragraph 14.

Options for the structure of the joint work



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ⁱ FAO “The State of Food Security and Nutrition in the World 2022” ([LINK](#))

ⁱⁱ According to FAO estimates ([LINK](#))

ⁱⁱⁱ Ibid.

^{iv} UNFCCC “Socioeconomic and food security dimensions of climate change in the agricultural sector. Workshop report by the secretariat (2021) ([LINK](#))

^v Views of Argentina on topic 2f of Koronivia Joint Working Program ([LINK](#))

^{vi} Submission by the Arab Republic of Egypt on behalf of the African Group of Negotiators (AGN) on Koronivia Joint Work on Agriculture ([LINK](#))

^{vii} Submission by the Government of the Republic of Indonesia ([LINK](#))

^{viii} Submission of the Republic of Kenya on future topics and views on the progress of Koronivia Joint Work on agriculture ([LINK](#))

^{ix} Views of Argentina on topic 2f of Koronivia Joint Working Program ([LINK](#))

^x Brazilian submission on KJWA’s “Future topics not listed in decision 4/CP.23 and views on the progress of the Koronivia joint work on agriculture” ([LINK](#))

^{xi} Submission by Chile on behalf of Belize, Brasil, Costa Rica, Colombia, Ecuador, República Dominicana, Panamá, Paraguay y Uruguay. The views on the progress of the Koronivia joint work on agriculture in order to report to the Conference of the Parties as per decision 4/CP.23, paragraph 4 and propose the future topics not listed in decision 4/CP.23 and way forward ([LINK](#))

^{xii} Submission by Uruguay on KJWA’s topic “2(f) – Socioeconomic and food security dimensions of climate change in the agricultural sectors” ([LINK](#))

^{xiii} IPCC “Climate Change 2022: Mitigation of Climate Change” ([LINK](#))

^{xiv} Global Alliance for the Future of Food “Untapped Opportunities: Climate Financing for Food Systems Transformation” 2022 ([LINK](#))

^{xv} FAO “Food Systems” ([LINK](#))

^{xvi} WWF “Farming with Biodiversity. Towards Nature-positive Production at Scale” (2021) ([LINK](#))

^{xvii} UNCCD “Food Systems Summit action guide 1: Boosting nature-positive food production” (2022) ([LINK](#))

^{xviii} IPCC “Climate Change 2022: Mitigation of Climate Change” ([LINK](#))

^{xix} WWF-UK “Driven to waste: The Global Impact of Food Loss and Waste on Farms” (2021) ([LINK](#))

^{xx} UNFCCC “The Gender Action Plan” ([LINK](#))

^{xxi} UNFCCC “Action plan under the Glasgow work programme on Action for Climate Empowerment” ([LINK](#))