

# CLARA

Climate Land Ambition and Rights Alliance

CLARA views and information on  
Article 6.8: work programme,  
recording, and topics for COP28

**September 2023** – On behalf of the international network Climate Land Ambition Rights Alliance (CLARA), Greenpeace International is responding to the invitation from SBSTA to present views and information on the key elements of the framework for non-market approaches. CLARA members appreciate the opportunity to provide input to the process as we move through this year to implementation of the Article 6.8 mechanism. We appreciate the co-Chairs' continued emphasis on the unique features of the non-market mechanism, as expressed in the commitment to pursuing opportunities for connection and action in an "**integrated, holistic, and balanced**" manner.

CLARA interprets this language in line with work programme activities already proposed, and linkages that we feel should be pursued further. CLARA member expertise is specifically in the land sector and our comments thus reflect this orientation and informs our interpretation:

**Integrated** refers to the opportunity to pursue Article 6.8 opportunities through linkages with existing national programs; existing platforms of the UNFCCC; pledges made in the context of climate finance and commitments at the UNFCCC; and programs that make most sense at the regional level, encompassing entire ecosystem approaches that improve their integrity and resilience.

**Holistic** reminds us that Article 6.8 references the goals of the Paris Preamble. The eleventh preambular paragraph of the Paris Agreement, read together with 3(e) of Chapter II of the Work Programme activities referred to in the annex of decision 4/CMA3, clearly ***provides the framework for facilitating NMA*** under Article 6.8. The NMA framework, accordingly, "should respect, promote and consider respective obligations of Parties on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity." Non-market activities should be thus implemented with strong attention to rights, including the land rights of local communities, women in all their diversities and indigenous peoples.

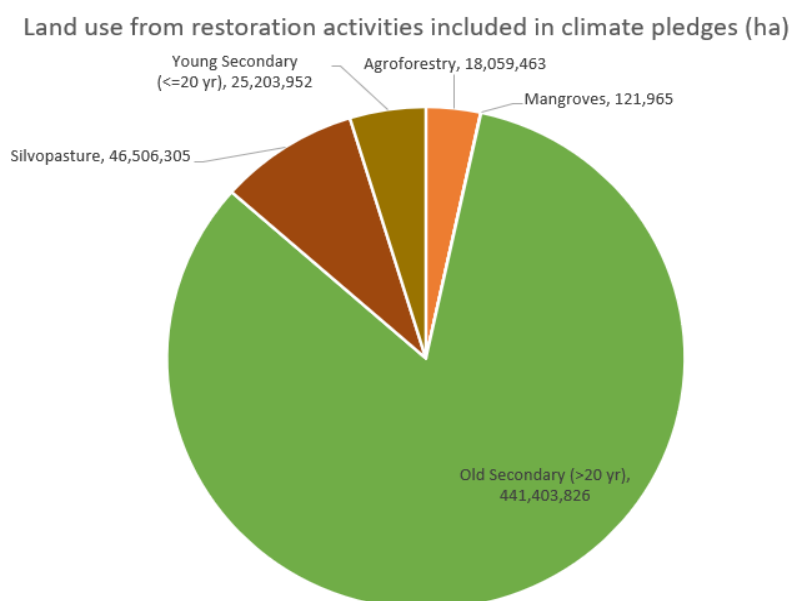
**Balanced** refers to the overriding importance in the land sector of building resilience through improved biodiversity protection and restoration to increase ecosystem integrity, stability, adaptive capacity, and carbon retention, in which case a balanced focus on mitigation and adaptation is warranted. Joint mitigation adaptation (JMA) is proposed as a key part of the work programme and CLARA members fully support this orientation to elevate synergies between climate mitigation, ecosystem restoration and biodiversity protection and crisis adaptation in NMA activities.

We now comment on the three specific questions posed in Paragraph 8 of the Draft conclusions proposed by the Chair in SB58 (FCCC/SBSTA/2023/L.4.

**(a) Work programme activities referred to in chapter V of the annex to decision 4/CMA3;**

CLARA has commented in previous submissions on the types of land-sector activities our members see as most suitable for assisting in the implementation of nationally determined contributions (NDCs). Our position remains that ecosystem related and especially land-use activities in Article 6 should be *limited to 6.8*, due to the inherent risks to carbon storage in ecosystems arising from interactions between increasing climate stressors and ecosystem condition; the methodological challenges that impact the credibility of carbon market claims in relation to biogenic carbon pools; the great potential for co-benefits in NMAs, including adaptation; the greater benefit to a country pursuing land-related mitigation targets in its NDC; and the need for stronger measures to prevent rights violations that have plagued previous market mechanisms. We briefly note the **positive list** work programme activities and then relate this to other mechanisms, pledges, or relevant research.

- **Joint Mitigation Adaptation (JMA).** In particular here we note the need to develop modalities for working synergistically with the Convention on Biological Diversity in advancing the protection and recovery of ecological integrity and resilience. To create the best possible synergies between climate crisis mitigation, biodiversity protection and ecosystem-based adaptation in the implementation of NMA activities, scientific guidance from new workshop formats between the IPCC and the IPBES with the integration of indigenous and traditional knowledge would be advisable.
- **Agroecology.** CLARA members are frustrated with the continued marginalization of agroecology in the Koronivia workstream, with a narrow focus on soil carbon monetization as opposed to soil structure improvement. We raise the question of whether the ‘holistic’ nature of agroecological interventions would in fact find a better home in Article 6.8. The [Land Gap](#) project’s recent research finds that existing NDCs include almost 55 million hectares dedicated to agroforestry and silvopasture.



These two restoration ‘wedges’ represent significant NMA implementation opportunities that also promote the goals of the UN Decade of Ecosystem Restoration.

- **Community led conservation approaches / Regional approaches.** CLARA renews its call for the development of better linkages with the UNFCCC LCIP Platform, as well as the emerging large-scale, indigenous-led efforts to develop appropriate landscape level protection and restoration guidance. CLARA members also support the Amazon regional initiative to

protect primary forests and foster 'joint mitigation and adaptation approaches for the integral and sustainable management of forests' as an important, scalable example of NMA opportunities engaging a range of public and private stakeholders.

### Guiding principles of NMA activities

In all implementation activities, we urge attention to gender equity and climate justice concerns. Further requirements pertaining to NMAs include:

- i. Climate mitigation benefits only support the implementation of NDCs of the host Parties where the direct emission reduction of the project occurs and thus only contributes to achieving the long-term temperature goal of the Paris Agreement through the respective NDC accounting and reporting.
- ii. Reflect the importance of integrated, holistic and balanced non-market approaches to encourage voluntary cooperation between Parties and private entities to assist in the implementation of their nationally determined contributions, in the context of sustainable development and poverty eradication.
- iii. Enhance and support joint mitigation and adaptation activities to improve resilience and sustainability through measures to address climate change and contribute to sustainable development.
- iv. Mobilises climate finance while promoting sustainable development, technology development and knowledge transfer.
- v. Avoids negative environmental, economic, and social impact and rights abuses.

CLARA also draws attention to a '**negative list**' of activities that should be excluded from Article 6.8 Work Programme activities. A key issue is the need for delineation between 6.8 and other Article 6 mechanisms. Specifically:

- i. NMAs should represent international cooperative approaches that are not market-based approaches and do not involve the transfer of mitigation outcomes through offsetting and generation of carbon credits for trading.
- ii. NMAs should not be used as readiness for market mechanisms. Clearly, NMAs can use appropriate financial and technological incentives to enhance mitigation and adaptation action, but investments in NMA projects do not in any way create an eligibility for GHG- or biodiversity-based compensation claims.

Other activities that should obviously be excluded in NMA project portfolios but nonetheless are worth iterating:

- iii. Expansion of fossil fuel and combustion-based energy infrastructure, including energy generation from incineration of woody or agricultural biomass;
- iv. Expansion of individual combustion-based transport systems;
- v. Fossil fuel extraction, refinement, trade or wholesale;
- vi. Chemical or plastic production;
- vii. Development and deployment of geoengineering technologies;
- viii. Harmful or industrial scale marine and coastal fishing practices;
- ix. Harmful or non-ecological agriculture practices;
- x. Deforestation, loss and damage to primary forests, conversion of natural forests and other natural ecosystems to tree plantations, or harmful or intensive forestry practices that degrade forests;
- xi. Destructive conversions and land-use changes;

- xii. Construction of renewable energy infrastructure like large scale dams that heavily disrupt natural ecosystems or displace large numbers of people;
- xiii. Energy infrastructure involving nuclear fuels or other activities in the nuclear fuel production cycle;
- xiv. Violation of host country legislation or international conventions like UNDRIP relating to the protection of Biodiversity, human rights, or cultural heritage.

If NMA project guidelines are developed in the context of the sustainable development goals with a focus on activities to enhance sustainable development of vulnerable and marginalised communities, we believe that NMAs can unleash truly innovative and transformational activities around the globe, with significant potential to deliver synergies between community-led and governed mitigation, adaptation, and ecosystem protection and restoration ambitions. That potential is best realized through use of the gender just and rights-based framework outlined earlier.

**(b) The process for submitting and managing NMA projects through the UNFCCC web-based platform for non-market approaches.**

CLARA appreciates the presentation at SBSTA58 of ideas for the web-based platform. The operationalisation of the web-based platform will be an important outcome of COP28. The platform should be open to piloting immediately after COP28 with the Secretariat demonstrating the use of the platform to all the stakeholders and having a learning by practice session. The mobilization of parties, funders and other stakeholders will be key to build capacity to utilize the platform. Further, the development of the platform and further 6.8 negotiations must not be hindered through difficult or stalled negotiations under 6.2 and 6.4. The following issues must be considered in operationalizing the platform:

**Accessibility and inclusiveness** remain high priorities in terms of design. But so too is the facilitation function: on the one hand, the ability to easily post NMA opportunities, and to relate that opportunity to NDC ambition; and on the other hand, simple design features that allow contributors to track both expenditures and impact. Accessibility, inclusiveness, and facilitative should be not just principles, but actual *design parameters* for the web-based platform. The platform should also be designed to enable reporting of enhanced ambition that delivers significant co-benefits and synergies with all Rio Conventions. The platform should contribute to enhanced ambition and be reported through the Paris Agreement's Enhanced Transparency Framework (ETF).

The platform should be efficient, simple and transparent and ensure direct access for non-party stakeholders, especially communities most vulnerable to climate change. The needs of women and Indigenous Peoples should be concerned in relation to platform design and mechanism accessibility. The platform needs to put in place simplified 'direct access modalities' from the start. The following represent key features to improve direct access:

**Registration:** a simplified due diligence system to verify proponents wishing to upload NMA projects managed by the UNFCCC Secretariat web-based platform. Such a system should be fair and equitable and not create barriers to access. The systems should recognize organizations already registered with the UNFCCC, the GCF, and other relevant UN bodies (e.g. Convention on Biological Diversity, UN Indigenous Peoples Forum)

**Guidance for direct access:** the platform should provide clear simplified guidance and templates for registered stakeholders to upload NMA proposals and/or project concept notes directly to the platform. The Guidance should support enhanced linkages across climate mitigation and adaptation, biodiversity and sustainable development related to different NMA approaches, for example

ecosystem restoration, securing rights of Indigenous Peoples, biodiversity protection, decentralized small scale renewable energy systems, and agroecological and traditional food systems approaches at appropriate governance levels.

**No Objection:** A transparent system for country review of uploaded proposals, which requires countries to provide written response in the case of an objection.

**Capacity building:** support should be provided, including through workshops, seminars, trainings, plus South-South cooperation, for both countries and stakeholders (including donors) to ensure that quality projects are uploaded to the system.

Any process within the platform concerning project cycles and reporting (annual reports, narrative reports, evaluations, etc.) should be accessible so that countries may include them in their Biennial Transparency Reports (BTRs).

Regarding the role of national focal points, CLARA refers again to the principles above as guiding the activities, and national focal points should be able to reference clear guidelines and procedures aimed at supporting local initiatives. Activities should be based on the positive list noted above, while the exclusion list makes clear what is not included in the 6.8 mechanism.

CLARA appreciates the importance of a 'no objection' function embedded in the national focal point system. Nonetheless we would like to emphasize that the primary role of the national focal point is *facilitative*, pursuing alignment with NDC objectives, funding opportunities for enhancing ambition, and making sure that rights are protected and national safeguards are implemented as part of the non-market activity.

As the web-based platform is populated and its use regularized, CLARA supports it taking on three functions to increase both ambition and mutual learning:

- i. Mapping of NMA initiatives, programmes and projects at the local, sub national, national and regional levels
- ii. Promoting exchange and sharing of information on best practices, lessons learnt from case involving successful NMAs;
- iii. Creating enabling environments and successful policy frameworks through NMA readiness programmes

Finally, we look forward to implementation of NMAs under this framework using approaches that go beyond the UNFCCC web-based platform and:

- i. Recognise and enhance existing linkages, create synergies and facilitate coordination and implementation of NMAs.
- ii. Are inclusive in creating opportunities for engaging and involving all stakeholders and UNFCCC constituencies including observer organisations, public and private donors, Local Communities and Indigenous Peoples, and women in all their diversities.
- iii. Linkages with UNFCCC financial instruments like the Green Climate Fund (GCF)

**(c) Possible topics for the next in-session workshop, including round-table discussions and presentations on non-market approaches, referred to in paragraph 9(b).**

CLARA is pleased to suggest five possible topics for the next in-session Workshop, in which our members look forward to participating.

**1. Glasgow Pledge / Glasgow Accountability Framework.** CLARA notes the congruence between language in the Glasgow Leaders Declaration on Forests and Land Use, and the Work Programme activities in Article 6.8. We note these elements of the Pledge, in which leaders:

Reaffirm(ed) our respective commitments to sustainable land use, and to the conservation, protection, sustainable management and restoration of forests, and other terrestrial ecosystems.

Recognise(d) that to meet our land use, climate, biodiversity and sustainable development goals, both globally and nationally, will require transformative further action in.... support for smallholders, Indigenous Peoples, and local communities, who depend on forests for their livelihoods and have a key role in their stewardship.

We also note the communication from African Ministers of Environment following their Ministerial Conference on the Environment, 17-18 August 2023), which in their declaration highlighted:

.... the importance of implementing the pledge to halt and reverse forest loss and land degradation by 2030 of the Glasgow Leaders' Declaration on Forests and Land Use; and, recalling that African adherents to the pledge are committed to seeking transparency through the development of a Glasgow Declaration accountability framework as a means of driving global progress and promoting greater equity between forest protection standards, to call for resources to be mobilized for its implementation;

We strongly suggest a consideration of the use of the NMA web-based platform as a means toward ensuring accountability in the implementation of the framework, and the application of resources to implementing Article 6.8 activities. We look forward to this discussion, both at 'Climate Week' in New York, and at COP28.

**2. Positive Vision for Article 6.8.** Negotiators have made remarkable progress in getting the Article 6.8 mechanism to the implementation stage. Nonetheless CLARA members note that several key Parties have yet to outline their positive vision for implementation of Article 6.8. As part of the Roundtable, then, we look forward to presentations from the United States, European Union, and Norway, in which they would have the chance to outline their ambitions for, and contributions to, the non-market mechanism.

**3. Agroecology / Silvopasture.** Noting again that agroecological approaches were unfortunately 'sidelined' in the Koronivia work programme, CLARA members active in agriculture and food security work call for a Workshop session considering these two important approaches to 'joint mitigation and adaptation'. We believe that 6.8 is the better 'home' for agroecological approaches because of the important interplay between livelihoods, agrobiodiversity conservation, and the need for soil resilience. Non-market approaches are better suited to investment in the multi-functional, resilient systems that characterize agroecology, agroforestry, and silvopastoralism.

**4. International cooperation across instruments.** We appreciate the session convened at SBSTA58 that sought to link other Constituted Bodies of the UNFCCC to the non-market mechanism. We look forward to a deepened and continued discussion with the Local Communities and Indigenous Peoples Platform on aligning Article 6.8 mechanisms with that platform's ongoing work programme. Discussions with the Adaptation Fund in the context of JMA might also be considered.

But it is not only platforms within the UNFCCC. CLARA in previous submissions outlined the need for alignment between the UNFCCC and the Convention on Biological Diversity, and specifically, the pursuit of synergies between climate mitigation and biodiversity conservation. A discussion of how best to operationalize those connections would be a welcome addition to the COP28 Workshop.

**5. Session on truly innovative finance and funding mechanisms.** In previous submissions, CLARA noted the additional resources that can be mobilized from levies and taxes that seek to reduce fossil fuel use, as well as speculation in financial markets – delivering a 'double win' for land-based action. Among the examples of innovative finance that might be presented at the Workshop: the [Amazon Fund](#), the [Pawanka Fund](#), the [ForestPeoplesClimate](#) platform, the [Shandia Mechanism](#), and [The Tenure Facility](#).

CLARA members again express our deep appreciation to the co-Chairs, and the Secretariat, for their tireless efforts in support of the launch of the Article 6.8 non-market mechanism. Our members are genuinely excited about the opportunities for involvement in the launch of this important mechanism at COP28.