

## POLICY RECOMMENDATIONS FOR THE COP 27 UN CLIMATE CHANGE NEGOTIATIONS

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Subsidiary Body on Implementation (SBI 57)

Subsidiary Body on Scientific and Technological Advice (SBSTA 57)

Conference of the Parties serving as the Meeting of the Parties of the Paris Agreement (CMA 4)

**Sharm el-Sheikh, Egypt**

**6 November – 18 November 2021**

At the last UN climate negotiations in 2021 (COP 26), countries agreed on a strong mandate for all nations to increase climate ambition to keep the 1.5-degree goal of the Paris Agreement alive and highlighted the importance of enhancing climate action through protecting, conserving and restoring nature and ecosystems, protecting biodiversity, and enhancing social and environmental safeguards. Countries also agreed on the basic rules for international cooperation through market and non-market mechanisms (known as Article 6), established an annual dialogue on ocean-based climate action, started the Global Stocktake process to evaluate progress towards the achievement of the Paris Agreement's goals, and advanced discussions related to agriculture and inclusive participation. Negotiations thus far in 2022 have signaled that countries are committed to operationalizing the mandates from COP 26, but there is disagreement about which issues should take priority and significant work remains to find the way forward for many urgent topics. Countries will need to focus on finding areas of compromise to ensure that the momentum from COP 26 continues to build and enable ambitious outcomes at COP 27.

**Delivering accelerated action to limit warming to 1.5-degrees requires urgent, transformational efforts by governments and non-state actors. Harnessing the full potential of nature to mitigate and help people adapt to climate change is critical to the success of the Paris Agreement.** Protecting, restoring, and sustainably managing nature can contribute up to 30% of the mitigation needed.<sup>1</sup> During COP 27, countries must make progress on several key issues to close notable gaps in collectively achieving this needed scale and ambition. The COP 27 Egyptian Presidency is also focused on delivering outcomes to increase finance flows to climate action, which is especially key for nature-based solutions, and for the first time, will include a thematic day on the links between the biodiversity and climate crises. Countries should ensure that their discussions in Sharm el-Sheikh are underpinned by the need to shift business-as-usual practices and redirect incentives toward developing green economies that deliver positive outcomes for nature, biodiversity, people, and the climate.

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<sup>1</sup> Griscom, et al. 2017. [Natural climate solutions](#). *Proceedings of the National Academy of Sciences*. 114(44):11645–11650

## Key Recommendations

Conservation International proposes the following policy recommendations for COP 27:

### **Increase efficiency of delivering climate goals and finance through cooperative mechanisms**

- Negotiations should focus on major outstanding issues for the operationalization of Article 6 and ensure the work programme on emissions avoidance under Article 6.2 and 6.4 maintains a narrow scope in line with its mandate.
- To incentivize ambitious mitigation action, market-based approaches under Articles 6.2 or 6.4 and non-market approaches under Article 6.8 should accelerate nature-based solutions with rigorous environmental and social integrity.
- Parties should engage Indigenous peoples and local communities in discussions on the linkages between Article 6 operationalization and the Local Communities and Indigenous Peoples Platform, such as independent mechanisms to address grievances.

### **Call for accelerated, nature-positive climate action in the agriculture sector**

- Parties should focus on areas of agreement and the urgent need for transformative action to develop a next phase of the Koronivia Joint Work on Agriculture (KJWA) to help achieve the mitigation and adaptation goals of the Paris Agreement and UNFCCC.
- The next phase of KJWA should emerge from COP 27 with a new, specific mandate to drive implementation and delivery of support to solutions that will increase the resilience of and reduce emissions from the sector, while ensuring food security and dignified livelihoods for all. It should also include a special focus on the critical role of nature-based solutions for sustainable land management, as well as clearly recognize the rights of Indigenous peoples.

### **Strengthen the functions of the Local Communities and Indigenous Peoples Platform (LCIPP) to better ensure inclusive and effective participation in climate policy processes**

- Parties should increase meaningful engagement of government stakeholders in the LCIPP activities, especially in those aimed at improving the participation of Indigenous peoples and local communities (IPLC) in national climate policy planning processes.
- Ensure all the functions of LCIPP are met through the implementation of the second three-year work plan and improve their linkages to the climate negotiations by facilitating IPLC engagement in all relevant agenda items.

### **Continue building and enhancing urgent action on the ocean–climate nexus**

- Countries should call for the inclusion and advancement of coastal and marine nature-based solutions in all relevant UNFCCC processes and negotiations. These include ongoing processes and negotiations related to finance, science, mitigation, adaptation and the Global Stocktake process, among other areas.

### **Ensure the Global Stocktake (GST) fully reflects the critical role of nature in realizing the goals of the Paris Agreement**

- Participants in the GST Technical Dialogue should ensure comprehensive inclusion of high-quality inputs about nature-based solutions (NbS) for climate change mitigation and adaptation, including access to finance, capacity-building, and technology transfer to implement NbS, to ensure robust consideration of these solutions in the GST.
- Parties should explicitly discuss how to fully include nature within the GST outcomes

## Cooperative Mechanisms under the Paris Agreement

**SBSTA, Agenda Items 16, 17, 18**

**CMA, Agenda Items 14, 15, 16**

Relevant Documents: [Article 6.2 Informal Note](#); [Article 6.2 SB 56 Conclusions](#); [Article 6.4 Informal Note](#); [Article 6.4 SB 56 Conclusions](#); [Article 6.8 Informal Note](#); [Article 6.8 SB 56 Conclusions](#)

Article 6 of the Paris Agreement establishes a broad framework for voluntary cooperation among Parties in delivering climate action. It sets out three approaches through which Parties may interact: 1) bilateral or regional cooperative approaches via internationally transferred mitigation outcomes (ITMOs); 2) a centrally governed UNFCCC mechanism to contribute to mitigation and support sustainable development; and 3) non-market approaches.<sup>2</sup> **Encouraging the transfer of high-quality emission reductions generated in all sectors, including the land sector, can drive needed flows of finance to climate actions addressing both sources and sinks, and generate opportunities for overall increased ambition.**

At COP 26, Parties finalized the guidance for how cooperative approaches will be implemented, governed and counted, and reached an Article 6 outcome that was favorable for nature. With the main rules decided, initial technical work was undertaken at SB 56 and further work at a technical level is required to define the details for implementation of each cooperative approach under Article 6 of the Paris Agreement. **This guidance should be finished as quickly as possible so that financing can start flowing to all sectors of mitigation via cooperative approaches;** for this purpose, Conservation International recommends that:

- **Parties focus negotiations on priority outstanding items required to fully operationalize Article 6 and ensure the work programme on emission avoidance under Article 6.2 and 6.4 is limited to the scope within its mandate.** Two work programmes in relation to emission avoidance were established at COP 26. Though the term “emission avoidance” has not been officially defined by the UNFCCC, it is generally understood to refer to a scenario where there is no current emissions source, but a mitigation intervention is needed to avoid or prevent the release of stored carbon stock (e.g., the Yasuni-ITT Initiative). Even though the term “emission avoidance” has been used informally by some to refer to a large swathe of mitigation activities, in the Article 6 context, it has a very specific meaning as described above. **Therefore, discussions on the work programme on emission avoidance should be limited to this scope and by no means encompass activities that reduce emissions or enhance removals, or reopen areas already agreed at COP 26.**
- **Nature-based removals are prioritized in the near term under Article 6.4.** At COP 26, the Supervisory Body was requested to prepare recommendations on activities involving removals. Nature-based removals are especially important in the near term since they can provide co-benefits including reducing loss of biodiversity, increasing water security, providing benefits to those communities that depend on forests. These types of removals have also been widely tested and monitored, moreover they count with systems to ensure that any risk of reversals can be addressed (e.g., using buffer pools).
- Both market-based approaches under Article 6.2 and Article 6.4 as well as non-market approaches under Article 6.8 should accelerate nature-based solutions. **Under the work programme on the framework for non-market approaches under Article 6.8, Parties should continue to work to deliver clear pathways for non-market cooperation through nature-based mitigation and adaptation approaches.**

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<sup>2</sup> Paris Agreement, Article 6, Paragraphs 2, 4, and 8, respectively.

- Parties and non-state actors should **proactively engage Indigenous peoples and local community representatives in discussions on the linkages between Article 6 operationalization and the work of the Local Communities and Indigenous Peoples' Platform**, including the establishment of an independent grievance mechanism under Article 6.4 and identifying relevant criteria for defining non-market approaches under Article 6.8.

## Koronivia Joint Work on Agriculture

### SBSTA, Agenda Item 8

### SBI, Agenda Item 10

Relevant Documents: [KJWA Informal Note](#); [KJWA SB 56 Conclusions](#)

Under the Koronivia Joint Work on Agriculture (KJWA), countries discussed issues around agriculture and climate change through a series of thematic workshops, guided by the KJWA Roadmap, with the goal to move from technical knowledge exchanges towards the implementation of common strategies, arrangements and transformations needed to address climate change throughout the agricultural sector. The KJWA Roadmap was concluded prior COP 26, and since then Parties have (1) finalized their consideration of all workshop reports, (2) begun a report to the COP on the outcomes of the KJWA Roadmap, and (3) informally discussed a decision on the future of KJWA.

In the five years since the launch of KJWA, it has become more apparent than ever that rapid, transformational action in the agriculture sector is a critical component of meeting both the mitigation and adaptation goals of the Paris Agreement. New analysis from Conservation International shows that over 80% of the emissions reductions needed from nature-based solutions to limit warming to 1.5C are linked to food systems<sup>3</sup> – in other words, the agriculture sector lies at the center of effectively protecting, restoring, and sustainably managing both natural and productive landscapes globally. These needed shifts can – and must – occur while enhancing productivity and food security and safeguarding biodiversity and human rights.

The KJWA has allowed countries to enhance their common understanding of agriculture under the UNFCCC, and it has become clear there is no “one size fits all” approach. In every region, there are many examples of plans and partnerships to implement best practices – some with promising results – but KJWA also identified a plethora of unmet needs, despite the variety of support channels available. Thus, it is also clear that **more collaboration is needed to both ensure that existing resources reach those who need it most and that enough technical and financial support is fostered to meet the unprecedented urgency of the challenges in the agriculture sector** – especially in developing countries. However, Parties still disagree about how to accelerate means of implementation for the sector under the UNFCCC, including whether a new dedicated body or program of work is needed to continue the KJWA and how to balance mitigation and adaptation priorities while ensuring food security. Successfully resolving these issues to mobilize implementation should be a key focus of the next round of KJWA activities.

The Egyptian Presidency will prioritize landing a decision on agriculture at COP 27, but countries have significant work to bridge their diverging views and ensure a successful outcome. To advance the negotiations on the future of KJWA, Conservation International recommends that:

- **Parties should focus deliver a COP 27 outcome on KJWA that drives accelerated nature-positive climate action in agriculture by enhancing implementation support for both mitigation and adaption goals.** Parties should shape the next phase of KJWA to most effectively meet needs identified through the KJWA Roadmap, which may entail launching a new process that builds upon and enhances coordination of the existing resources available

<sup>3</sup> Conservation International, 2022. <http://www.conservation.org/roadmap>

through the constituted bodies, UN system, and external sources. The outcome should provide concrete political guidance to the constituted bodies about additional elements needed under their existing mandates to improve support for nature-positive climate action in the agricultural sector, which would be synergistic with any new process. Parties should also ensure that the knowledge generated through the KJWA workshops be distilled into guidance for countries to incorporate into national climate action plans, policies and interventions for the agriculture sector.

- **Parties should ensure that the next phase of KJWA has a specific mandate to drive implementation and delivery of support to solutions that will increase the resilience of and reduce emissions from the agriculture sector, while ensuring food security and dignified livelihoods for all. The next phase should have a special focus on the critical role of nature-based solutions in creating diversified, sustainable landscapes and food systems.** Whether a work programme, committee, facility, or other mechanism, the next phase should have time-bound goals and regular reviews to evaluate progress toward meeting the mandate. It should also explicitly recognize the rights of Indigenous peoples, as consistent with the preamble of the Paris Agreement, enhance collaboration and exchange with the LCIPP, and actively work with and seek the views of Indigenous peoples. To the extent possible, Parties should also define thematic objectives and activities to address in the next phase of KJWA, which could include:
  - Generate concrete outputs for developing policy recommendations and supporting delivery of finance, capacity-building, and technology development and transfer, and underscore the importance of robust national institutions and processes to incentivize climate action. This could include a platform to connect countries to existing resources, identify and address gaps in existing support, and develop partnerships to deploy agricultural technology and farmer networks for capacity building.
  - Enhance the ambition and achievement of commitments for the agriculture sector in Nationally Determined Contributions (NDCs), National Adaptation Plans (NAPs), and Long-term Strategies, and support efforts to include smallholder farmers, Indigenous peoples and local communities in national planning efforts to ensure the protection of their rights and food security along with conservation of forest cover in productive landscapes, including traditional knowledge and practices to improve resilience and reduce emissions in the agriculture sector, along with other nature-positive outcomes.
  - Recognize the interconnectedness of food systems, trade, and climate change, as well as the need for a coordinated process to shift global agricultural markets without leaving behind developing countries. This could entail supporting countries as they navigate agricultural trade issues linked to climate change, such as recent efforts to ban imports of commodity goods linked to deforestation, in order to avoid conflict and help countries ‘leapfrog’ into sustainable production practices.

## Local Communities and Indigenous Peoples Platform

### SBSTA, Agenda Item 7

#### 8<sup>th</sup> Meeting of the Facilitative Working Group

Relevant Documents: [7th meeting of the Facilitative Working Group webpage](#)

The Paris Agreement explicitly recognizes the rights of Indigenous peoples and local communities (IPLCs) in the context of climate action. Through the Local Communities and Indigenous Peoples Platform (LCIPP) and its Facilitative Working Group, Parties and indigenous peoples work to exchange knowledge and build capacities to strengthen inclusive participation of IPLCs and recognize their



contributions to addressing climate change. The LCIPP is currently implementing its second, three-year work plan, which stipulates several activities at COP 27, including an annual thematic meeting, a training workshop for IPLCs, a youth roundtable, and a multistakeholder workshop. In addition to these activities, at COP 27 both Party and non-Party stakeholders should:

- **Explore how to continue strengthening the LCIPP's functions and better ensure the inclusive and effective participation of IPLCs in national and international climate policy processes,** via knowledge exchange, strengthening capacity for engagement, climate policy and actions.
- **Increase meaningful engagement of governments in the LCIPP activities, especially in those aimed at improving the participation of IPLCs in national climate policy planning.** Parties should collaborate with IPLCs to strengthen the connection between local-national and regional-global climate actions of IPLCs.
- **Ensure all the functions of LCIPP are met through the implementation of the second three-year work plan** and improve their linkages to the climate negotiations by facilitating IPLC engagement in all relevant agenda items.

## Ocean–Climate Nexus

Relevant Documents: [UNFCCC Ocean webpage](#); [2022 Ocean and Climate Change Dialogue documents](#)

At COP 26, Parties called on the relevant bodies under the UNFCCC to consider how to integrate and strengthen ocean-based action in their existing mandates and workplans and established an annual Ocean and Climate Change dialogue to strengthen ocean-based action. The first Ocean and Climate Change Dialogue at SB 56 (June 2022) focused on strengthening and integrating national ocean–climate action under the Paris Agreement, including in NDCs, and explored opportunities to enable ocean–climate solutions across UN bodies and at the national level. Parties requested that future dialogues allow for an in-depth discussion on specific sets of challenges and opportunities within the ocean–climate nexus, including the conservation and restoration of blue carbon ecosystems such as mangroves, tidal marshes, and seagrasses.

Despite advancements in recent years, numerous opportunities remain to strengthen the ocean–climate nexus under the UNFCCC. At COP 27, Conservation International encourages Parties to:

- **Call for the inclusion and advancement of coastal and marine nature-based solutions (NbS) in all relevant UNFCCC processes and negotiations.** These include ongoing processes and negotiations related to finance, science, mitigation, adaptation and the Global Stocktake process, among other areas. We encourage Parties to review the detailed list of opportunities to advance ocean–climate action at COP 27 prepared by Conservation International and partners, '[Options for strengthening action on the ocean and coasts under the UNFCCC.](#)'
- **Within negotiations and processes related to climate finance, work to increase and mobilize finance flows for NbS, especially for coastal and marine ecosystems.** In ongoing processes and negotiations related to finance, including the Ad hoc Work Programme on the New Collective Quantified Goal on Climate Finance, the Standing Committee on Finance, COP guidance for the Green Climate Fund and Global Environment Facility, and the Adaptation Fund, countries should prioritize efforts to increase and accelerate climate finance flows to NbS, especially for coastal and marine ecosystems, through all sources – public and private, market and non-market, including financing programs and projects dedicated to coastal and marine NbS. A detailed list of opportunities can be found in the [options paper](#).

- **Support synergies for ocean–climate action across international policy processes.** Shifting from traditionally siloed approaches to integrated approaches across policy processes – including the Convention on Biological Diversity, Ramsar Convention on Wetlands, and the 2030 Agenda and related Sustainable Development Goals (SDGs) – can help enhance ambition, accelerate implementation and deliver high-quality outcomes for coastal and marine ecosystems. CI and IUCN have also prepared a detailed list of opportunities to enhance synergies for blue carbon ecosystems [across policy processes](#).
- **In submissions to the next Ocean and Climate Change Dialogue (SB 58), propose one or two topics for in-depth discussion, such as opportunities and approaches for including blue carbon ecosystems in NDCs.** Moving forward, to ensure continuity and progression in the Ocean and Climate Dialogue, Parties should establish a three-year roadmap for the annual series that identifies topics for future years’ dialogues, addressing a range of ocean-climate solutions and how to integrate them into ongoing UNFCCC processes and negotiations.

## The Global Stocktake

**SBSTA, Agenda Item 10**

**SBI, Agenda Item 8**

**Technical Dialogue 1.2**

Relevant Documents: [Global Stocktake webpage](#); [Global Stocktake SB 56 Conclusions](#)

The ongoing Global Stocktake (GST) process is assessing collective progress toward the Paris Agreement’s goals to develop recommendations on enhanced national climate commitments and international cooperation. As a key part of the Paris Agreement’s ambition cycle, countries have called for the GST to be comprehensive, inclusive and consistent with existing guidance and scientific knowledge. If executed well, the GST can be a powerful propeller toward the transformative action needed by 2030. New analysis from Conservation International shows how the land sector emissions can reach net zero greenhouse gas emissions by 2030, transitioning to a 5 Gt sink by 2040 and a 10 Gt sink by 2050 – a crucial contribution to limiting global temperature rise to 1.5°C.<sup>4</sup>

**Thus, to produce a robust and effective Global Stocktake, it is essential to fully consider the critical role of nature, including coastal and marine ecosystems, in ambitious climate action to achieve the goals of the Paris Agreement,** as well as to advance global goals on biodiversity, human health, and sustainable development. This task should be fully aligned with Article 5 of the Paris Agreement. At COP 27, the GST will continue with its second Technical Dialogue to consider the inputs and information prepared to-date. Parties will also meet to provide feedback on the Technical Dialogue process and will have the opportunity to reflect upon expectations for the overall outcomes of the GST. To advance the GST at COP 27, Conservation International recommends:

- **During the GST Technical Dialogue sessions, Parties and non-Party stakeholders must provide inputs about and lessons learned on NbS for climate change mitigation and adaptation, including access to finance, capacity-building, and technology transfer to implement NbS.** Given the time limitations during the Technical Dialogue sessions, participants should come prepared to engage in collaborative exchanges to generate specific enough guidance for countries to use effectively in updating their NDCs and enhancing international collaboration to close the implementation gap. Inputs should be guided by the science around urgency of action from all countries and non-state actors with transformational solutions that

<sup>4</sup> Conservation International, 2022. <http://www.conservation.org/roadmap>

move away from business-as-usual, while ensuring food security and a just transition for all. Representatives from Parties and Party blocs should prepare to:

- Highlight experiences on processes, frameworks, and support needed to create high-integrity, science-based NbS commitments and targets in NDCs, NAPs, and Long-term Strategies, among others, and how these processes can better promote the inclusive involvement and active participation of non-state actors, including Indigenous peoples and local communities.
  - Identify policies, institutional frameworks, and cooperative models with the international community and non-Party stakeholders that have supported effective implementation of NbS, including lessons-learned for scaling-up, and clearly articulate information gaps and needs related to finance, capacity-building, and technology transfer for cross-sectoral NbS implementation.
  - Present case studies and lessons learned on implementation of NbS commitments, at the national, regional, and/or local level, especially reflecting on the role of and insights from non-Party stakeholders in implementation, including Indigenous peoples and local communities, as well as civil society and private sector associations/organizations.
  - Reflect on the importance of taking an integral and cross-sectoral approach to NbS to avoid negative trade-offs, and clearly articulate any concerns about the coordination of transformational steps, including the potential for unintended consequences for trade, economic development, and displacement of undesirable and counterproductive activities.
- **During negotiating sessions about the GST, Parties should widen their focus to not only give feedback on the Technical Dialogue, but also more explicitly discuss how to ensure a comprehensive GST during the Consideration of Outputs phase.** Additional clarity on expectations for the GST outcomes is crucial to help set up an effective third Technical Dialogue, as well as to ensure Parties can begin to find areas of agreement needed to successfully conclude the GST. Parties should consider:
    - **The elements needed to fully mobilize nature within the GST outcomes, such as a technical annex with quantified collective goals for nature in the next round of NDCs and new support commitments, as well as best practice guidance for action in all natural ecosystems.**
    - How to center the GST outcomes on effective options for policy frameworks and instruments countries need to accelerate implementation of nature in NDCs
    - How to link the GST outcomes to discussions under the Ocean-Climate Dialogue and ensure to call attention of ecosystems that have been particularly overlooked to date

For additional recommendations and considerations for the inclusion of nature-based solutions, oceans and marine ecosystems in the GST, please see Conservation International and our partners' submissions [here](#) and [here](#).