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COOPERATIVE APPROACHES

WHAT ARE COOPERATIVE APPROACHES?

Cooperative approaches are formal arrangements under Article 6 of the Paris Agreement through which two or more Parties collaborate to achieve mitigation outcomes.¹ Article 6.2 of the Paris Agreement defines cooperative approaches through which countries may authorize the international transfer of emission reductions and removals (referred to as Mitigation Outcomes, MOs) as internationally transferred mitigation outcomes (ITMOs). These MOs may be:

- i) Transferred to other countries for use toward their own NDCs,
- ii) Applied to “other international mitigation purposes” such as for use by airlines under the scheme known as Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA),
- iii) Or for other purposes, including for transactions in independent carbon markets or voluntary cancellation.

In practice, cooperative approaches are often operationalized through unilateral (*see the examples below for more information on unilateral approaches*), bilateral or plurilateral policy-linked agreements.² Several Parties have implemented Article 6.2 through bilateral cooperative agreements specifying how mitigation outcomes will be authorized, transferred and accounted for, including the application of corresponding adjustments³. Examples include bilateral agreements and early transfers, authorizing crediting-programme units as ITMOs, and linking domestic carbon-pricing policies using Article 6 implementation agreements (e.g., Singapore MoU with Laos and the Philippines⁴ to offset up to 5% of taxable carbon emissions by buying credits through Article 6).

These cooperation agreements typically set out how Parties will meet Article 6.2 participation responsibilities including authorisation of ITMOs, application of first

¹ The United Nations, Paris Agreement (2015). Article 6, Clause 2. Available [here](#).

² Cooperative mechanisms under Article 6 of the Paris Agreement. Available [here](#).

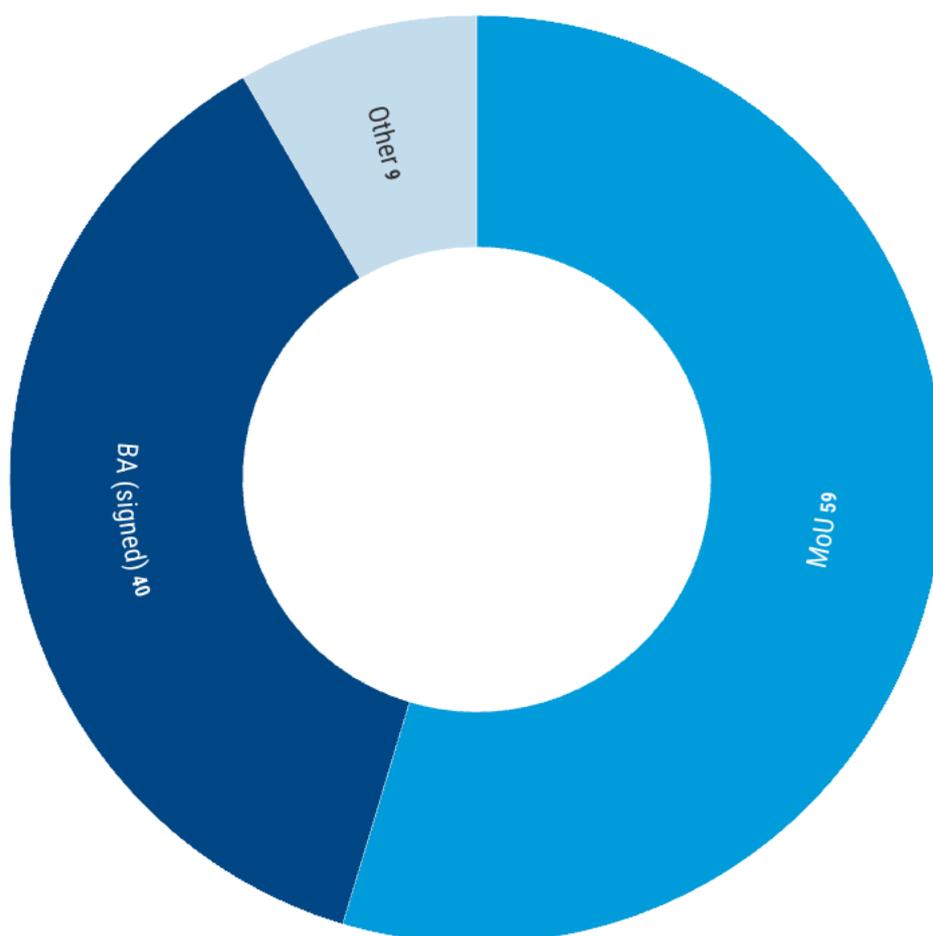
³ *Where a government authorizes MOs to be used toward another country's NDC or used in CORSIA, the MO becomes an ITMO. When ITMOs are transferred, the transferring as well as the receiving country are required to make “corresponding adjustments” to their own NDC accounting.* VCM Carbon Markets Access Toolkit (2025). Available [here](#)

⁴ Singapore [Memoranda of Understanding list](#) and [Implementation Agreements list](#).

transfer and corresponding adjustments, tracking and reporting.⁵ They serve to pair transfers with corresponding adjustments and transparency reporting so that a transferred MO is not counted toward all (two or more) participating Parties' NDCs.

For an overview of the global landscape of cooperative agreements, browse the relevant section on the Article 6 Implementation Partnership website, available [here](#), the UNFCCC cooperative approaches overview available [here](#), or the UNEPCCC Article 6 pipeline available [here](#), which includes an interactive pie chart on all bilateral cooperation between Parties by agreement status.

Bilateral cooperation between Parties by agreement status



Countries developing unilateral, bilateral, or pluriateral frameworks should consult the UNFCCC Centralized Accounting and Reporting Platform (CARP). The [CARP](#)

⁵ Decision 4/CMA.6: Matters relating to cooperative approaches referred to in Article 6, paragraph 2, of the Paris Agreement. Available [here](#).

[authorizations page](#) provides publicly available information on authorised cooperative approaches and ITMOs. It is useful for reviewing how other Parties structure authorisations, define scope of use (NDC vs OIMP), and time authorisation relative to first transfer.

The [CARP portal for cooperative implementation](#) provides access to Initial Reports, annual information, and tracking data submitted by participating Parties. It serves as the official transparency interface for Article 6.2 and is a key reference for aligning domestic authorisation, accounting, and reporting systems with UNFCCC requirements.

WHY DO COUNTRIES ENGAGE IN COOPERATIVE APPROACHES? ⁶

To complement domestic policy instruments and voluntary action, governments may opt to participate in cooperative approaches under Article 6.2 or in mechanisms established under Article 6.4, to achieve – and potentially surpass – their NDC targets. This may include government-led or supported project-based cooperation, the development of aggregated, sectoral, or jurisdictional programmes, as well as the enabling of independent carbon market activities in selected sectors under an Article 6.2 framework. Governments may also exercise discretion in identifying and prioritising activities or projects for approval and authorisation under Article 6.4.

One of the main benefits of Article 6.2 is that countries have the flexibility to set and negotiate terms of their engagement in carbon markets. Participation under Article 6.2 is flexible and can include a range of climate actions across countries, activities, emission sources and sinks, enabling partnerships that are tailored to specific national priorities and governance arrangements. To participate in Article 6.2 cooperation, governments must meet certain participation requirements: they need to have an NDC in place, the capacity to track ITMOs, and established arrangements for authorizing the use of ITMOs.⁷

KEY ELEMENTS OF THE COOPERATIVE AGREEMENTS

Article 6.2 provides flexibility for Parties to design cooperation agreements tailored to their national priorities and governance systems. In practice, bilateral agreements tend to follow a relatively consistent structure. The main elements typically include:

1. Purpose and legal basis
2. Scope of cooperation
3. Authorisation framework
4. ITMO transfer and use
5. Accounting and corresponding adjustments
6. Registries, tracking and unique identifiers
7. Reporting and transparency
8. Environmental integrity and safeguards
9. Governance and coordination
10. Confidentiality and data protection
11. Amendments, review and termination

⁶ VCM Carbon Markets Access Toolkit (2025). Available [here](#).

⁷ Decision 2/CMA.3, Annex II, para. 3. FCCC/PA/CMA/2021.10/add1. Available [here](#), para 11.

ARTICLE 6.2 REPORTING ON COOPERATIVE AGREEMENTS: THE INITIAL REPORT

What is the Initial Report?

Governments have to report on their planned Article 6.2 activities through Initial Reports,⁶ which are publicly available on the UNFCCC Secretariat's centralized accounting and recording platform, available [here](#), and to provide periodic reports on implementation progress. In their Initial Report, governments must describe how each cooperative approach ensures environmental integrity, including through making the case for the quality of Mitigation Outcomes and for measures to reduce the risks of reversal events as well as any negative environmental, economic, or social impacts.⁷ Reporting further includes cooperative approaches, authorizations of Mitigation Outcomes, transfers of ITMOs, and emission balances.

Beyond those participating criteria and reporting requirements, governments are free to define the nature, methodology, implementation modalities, and verification of country-led Article 6.2 activities. Governments can also unilaterally develop Article 6.2 activities and later engage in cooperative agreements for ITMO transfer or consider auctioning credits⁸ through regulated platforms.

What triggers the Initial Report?⁹

The point in time where a Party becomes a participating Party by authorizing the cooperative approach as per paragraph 18 in Decision 2/CMA.3. The Initial Report should be submitted no later than the authorization of ITMOs.

EXAMPLES OF UNILATERAL APPROACHES

As mentioned earlier in this brief, in addition to bilateral and plurilateral agreements, Parties can operationalise Article 6.2 by implementing a unilateral approach. By doing so, a host country establishes a domestic legal and institutional framework that enables the authorisation and transfer of mitigation outcomes as ITMOs without having concluded a specific bilateral cooperative agreement. This provides governments with the flexibility to authorise transfers from eligible projects or programmes on a case-by-case basis without entering into multiple bilateral treaties. **This may include projects that are registered under independent crediting standards such as Verra (VCS), Gold Standard, ART TREES (e.g., Jurisdictional REDD+ programmes in Suriname and Guyana).** However, it's important to note that host countries must establish procedures for authorisation, tracking, and corresponding adjustments, so it places greater emphasis on the robustness of host country frameworks and transparency in reporting to the UNFCCC.

A project example is the DelAgua clean cooking programme in Rwanda, where credits issued under Verra have been authorised (list of authorisations can be found in the Centralised Accounting and Reporting Platform (CARP), [here](#)). In this case the project is registered under an independent standard, while the host country authorises specific volumes as ITMOs and applies corresponding adjustments.

EXAMPLES OF ARTICLE 6.2 COOPERATIVE AGREEMENTS

Observed practice from existing agreements

Based on agreements concluded by Switzerland, Sweden, and Singapore, presented in Table 1 below:

- Switzerland’s agreements tend to be structured as framework implementing agreements, with strong emphasis on sustainable development and oversight mechanisms.
- Sweden’s framework agreements are often more concise, leaving operational detail to secondary arrangements.
- Singapore’s implementation agreements typically include clearer procedural detail on authorisation and governance structures.

Despite drafting differences, the legal backbone remains consistent across agreements: authorisation, accounting, tracking, reporting, governance safeguards.

Below examples of bilateral agreements (excluding any Memorandums of Understanding) from buyer countries that are considered front-runners on Article 6 activities and programs:

Table 1: Examples of Article 6.2 Cooperative Agreements

Country	Parties to the Cooperative Agreement	Link to the Cooperative Agreement Document
SWITZERLAND	Swiss Confederation – República del Perú	Acuerdo entre la Confederación Suiza y la República del Perú para la Implementación del Acuerdo de Paris
	Swiss Confederation – Republic of Senegal	Accord Entre La Suisse Et Le Senegal Relatif A La Mise En Oeuvre De L Accord De Paris
	Swiss Confederation – Kingdom of Morocco	Accord de mise en oeuvre de l'Accord de Paris entre la Confederation suisse et le Royaume du Maroc
	Swiss Confederation – Republic of Ghana	Cooperation Agreement Swiss Confederation-Ghana Implementation Paris Agreement
	Swiss Confederation – Georgia	Implementing Agreement to Paris Agreement between the Swiss Confederation and Georgia
	Swiss Confederation – Republic of Vanuatu	Implementing Agreement to the Paris Agreement between the Swiss Confederation and the Republic of Vanuatu

	Swiss Confederation – Commonwealth of Dominica	Implementing Agreement to the Paris Agreement between the Swiss Confederation and the Commonwealth of Dominica
	Swiss Confederation – Kingdom of Thailand	Implementing Agreement to Paris Agreement between the Swiss Confederation and the Kingdom of Thailand
	Swiss Confederation – Government of Ukraine	Implementing Agreement to the Paris Agreement between the Swiss Federal Council and the Government of Ukraine
	Swiss Confederation – Republic of Malawy	Implementing Agreement to the Paris Agreement between the Swiss Confederation and the Republic of Malawy
	Swiss Confederation – Oriental Republic of Uruguay	Implementing Agreement to the Paris Agreement between the Swiss Confederation and the Oriental Republic of Uruguay
	Swiss Confederation – Republic of Chile	Implementing Agreement to the Paris Agreement between the Swiss Federal Council and the Government of the Republic of Chile
	Swiss Confederation – Republic of Kenya	Implementing Agreement to the Paris Agreement between the Swiss Confederation and the Republic of Kenya
	Swiss Confederation – Republic of Tunisia	Implementing Agreement to the Paris Agreement between the Swiss Federal Council and the Republic of Tunisia
	Swiss Confederation – Republic of Zambia	Implementing Agreement to the Paris Agreement between the Swiss Federal Council and the Government of the Republic of Zambia
	Swiss Confederation – Government of Mongolia	Implementing Agreement to the Paris Agreement between the Swiss Federal Council and the Government of Mongolia
SWEDEN	Sweden – Dominican Republic	Bilateral framework agreement article 6.2 between Sweden and the Dominican Republic

	Sweden – Republic of Senegal	Bilateral framework agreement article 6.2 between Sweden and Ghana
	Sweden – Kingdom of Morocco	Bilateral framework agreement article 6.2 between Sweden and Kenya
	Sweden – Republic of Ghana	Bilateral framework agreement article 6.2 between Sweden and Nepal
	Sweden – Georgia	Bilateral framework agreement article 6.2 between Sweden and Zambia
SINGAPORE	Singapore – Papua New Guinea	Implementation Agreement between Singapore and Papua New Guinea
	Singapore – Ghana	Implementation Agreement between Singapore and Ghana
	Singapore – Bhutan	Implementation Agreement between Singapore and Bhutan
	Singapore – Chile	Implementation Agreement between Singapore and Chile
	Singapore – Peru	Implementation Agreement between Singapore and Peru
	Singapore – Rwanda	Implementation Agreement between Singapore and Rwanda
	Singapore – Paraguay	Implementation Agreement between Singapore and Paraguay
	Singapore – Thailand	Implementation Agreement between Singapore and Thailand
	Singapore – Vietnam	Implementation Agreement between Singapore and Vietnam
	Singapore – Mongolia	Implementation Agreement between Singapore and Mongolia

Authored by Jean-Pierre Sfeir, Lydia Omuko-Jung, Camilo Pardo, Riccardo Pomponi (Climate Focus)