

Next steps under the Paris Agreement and the Katowice Climate Package



Guidance for policy makers on Nationally Determined Contributions
and the Enhanced Transparency Framework

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1 Introduction

This guidance note gives an overview on what countries need to do under the Paris Agreement in terms of setting out their climate objectives (Nationally Determined Contributions, or NDCs), implementing them, and tracking progress in doing this (transparency). The note is aimed specifically at government officials interested in the implications of the Paris Agreement on policy in their country, and takes account of latest developments following COP 24¹ in Poland in December 2018 and the Katowice Climate Package² that was agreed there.



COP 24 Katowice

1 COPs are the Conference of the Parties to the UN Framework Convention on Climate Change. They are held once a year in different locations in November or December and are used to agree key decisions under the UNFCCC and subsidiary agreements, such as the Paris Agreement and, before it, the Kyoto Protocol. The next COP will be COP 25 in Santiago, Chile in December 2019.

2 Also sometimes referred to as the Paris Agreement Rulebook.

2 Background

The Paris Agreement, which was agreed at COP 21 in December 2015 and came into force in November 2016, provides the framework for global action on climate change. It has three key objectives (Article 2):

- Holding the increase in the global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the increase to 1.5 °C.
- Increasing the ability to adapt to the adverse impacts of climate change.
- Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.

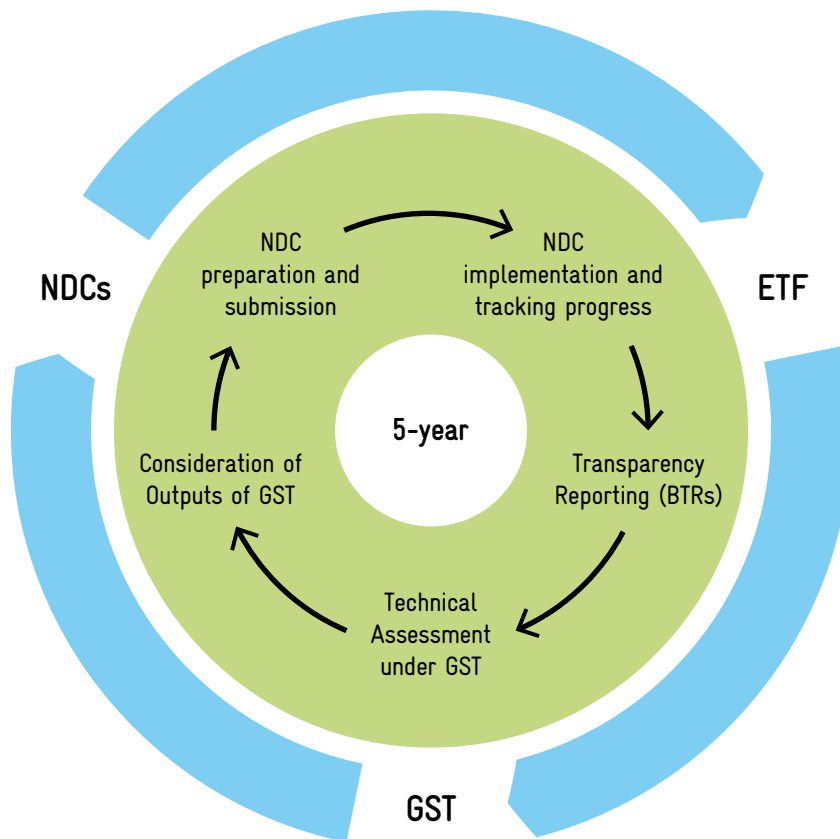
The focus of this guidance note is on the first objective³. This will be delivered by action by Parties to the agreement, and core to this are the NDCs, which set out what each Party will do to help global efforts towards the Paris Agreement objectives. NDCs typically include objectives/targets and a high-level overview of efforts to meet them. Article 13 of the Paris Agreement also requires Parties to track progress towards the objectives, this being known as the 'Enhanced Transparency Framework' (ETF).

This guidance note captures the state of play on NDCs and transparency and explains what has happened so far, what is coming up and what policy officials might want to consider over the coming years as they plan climate policy and action in their respective countries. It includes the outcomes of COP 24 at Katowice. These outcomes, known as the Katowice Climate Package, provide Parties with guidance on how the requirements of the Paris Agreement will be met in key areas, and updates in other areas where decisions have not yet been finalised. In terms of NDCs and transparency, the key element of the Katowice Climate Package was the modalities, procedures and guidelines (MPGs) for the Enhanced Transparency Framework under which Parties will start reporting from 2024 (see Section 5 for more details on the Katowice Climate Package regarding transparency). Some issues on NDCs were also agreed, such as information to facilitate clarity, transparency and understanding, and accounting for NDCs, whilst other issues, such as common timeframes, are being discussed further this year (see Section 4 for more details on the Katowice Climate Package regarding NDCs).

³ Further information on the second and third objective can be found elsewhere, for example see the European Capacity Building Initiative 2019 Pocket Guide to Adaptation, or CPI's Global Climate Finance 2018 update.

3 The NDC cycle

Figure 1: The relation between NDCs, the Enhanced Transparency Framework (ETF) and the Global Stocktake (GST)



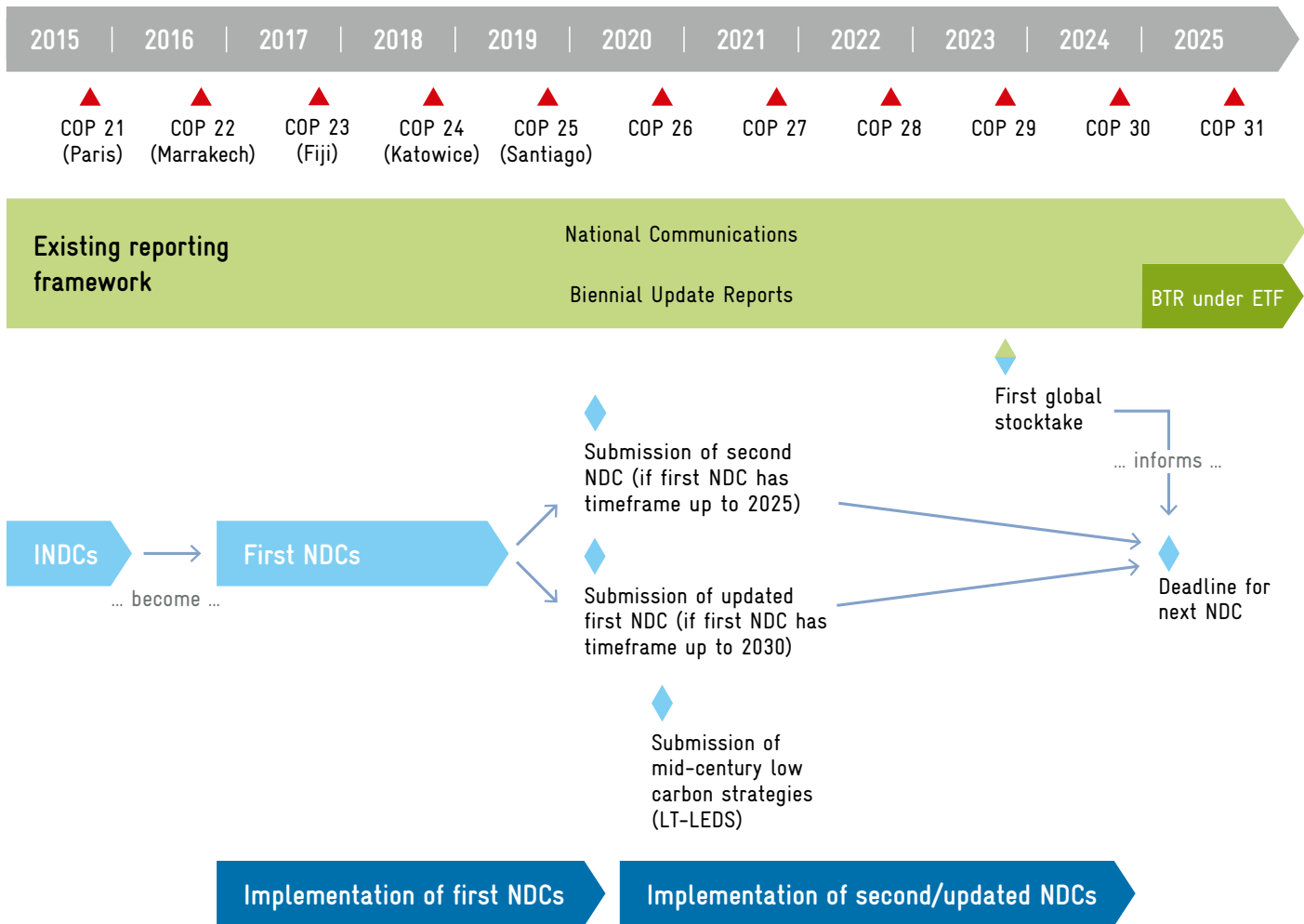
Source: own compilation

The link between NDCs and transparency is set out in Figure 1 below, which shows the key steps in the NDC 'cycle'. The Paris Agreement sets a 'ratchet mechanism', which requires Parties to the Agreement to produce successive NDCs every five years with each one being a 'progression' on the previous one. These NDCs then need to be implemented on the ground by the Parties. The Enhanced Transparency Framework (ETF) will set the rules for how Parties can track progress in implementing and achieving

their NDCs. And this information will feed into global stocktakes (GST) of progress every five years and will inform Parties on what to include in their next NDCs.

Figure 2 below sets out some of the key steps in the Paris Agreement process, showing what has already happened and what is expected up to 2025. This is elaborated on in more detail in Section 4 (NDCs) and Section 5 (transparency).

Figure 2: Timeline for key NDC and transparency-related processes under the Paris Agreement



Source: own compilation

4 Developing, implementing and maintaining Nationally Determined Contributions (NDCs)

4.1 Summary of key steps and issues for policy makers

The key steps and issues that policy makers may want to consider with respect to NDCs are outlined below. More details are given in the following sub-sections of Section 4.

- Take action to implement the existing (first) NDC, for example through development of NDC action plans or roadmaps and action to implement these. It will be important to also look beyond climate policy to consider whether wider policy is consistent with the Paris Agreement, for example checking that the country's energy strategy is not locking the country in to a pathway that is not compatible with the Paris Agreement. [section 4.3]
- Consider what revisions are possible to the existing NDC, and in particular how ambition could be enhanced. [section 4.4]
 - If the existing NDC has a timeframe up to 2025, Parties are requested to produce a new NDC by 2020 [See section 4.4.1.1]. This should have a longer timeframe, for example a sufficiently ambitious target for at least 2030, and should include the information necessary for clarity, transparency and understanding [section 4.6.1].
 - If the existing NDC has a timeframe up to 2030, Parties are requested to update that NDC by 2020 [See section 4.4.1.2]. Options for updating the NDC include enhancing ambition, and increasing the scope of the target (e.g. to cover more sectors or gases, if not already doing so). At the very least it should be consistent with any longer-term targets (see below). It should also include the information necessary for clarity, transparency and understanding [section 4.6.1].
- In addition to the above, Parties are also able to adjust their existing NDCs at any time with a view to enhancing the level of ambition, for example should new evidence come to light or should political and/or public support for more ambition grow. [section 4.4.2]
- Develop a mid-century long-term low GHG emission development strategy (or, if one already exists, consider whether it needs updating). This will help to guide decisions on ambition for updated and new NDCs. The Paris Agreement invites Parties to do this by 2020. It need not necessarily be a new document but could include climate-related objectives into existing long-term development or planning strategies. [section 4.5]
- Consider what capacity development needs there might be for the above and what support is available. This could include capacity needed to meet future NDC revisions driven by rules around common timeframes. [section 4.7]
- Consider reviewing finance flows to check whether they are consistent with a low carbon pathway and with the investment required for NDC implementation. [section 4.8]

4.2 Background

Nationally Determined Contributions (NDCs) are at the heart of the Paris Agreement. They set out a Party's contribution to meeting the aims of the Paris Agreement, in particular describing a Party's objectives to transition to a low carbon and climate resilient economy.

At the time of writing, 183 Parties have submitted their first NDC⁴. As stipulated by Article 4(12) of the Paris Agreement, these are recorded in a public registry maintained by the UNFCCC⁵. NDCs are generally quite short, high-level documents. In some cases, they simply reflect existing climate objectives and strategies and in others they introduce new commitments (e.g. a target to reduce GHG emissions where one previously did not exist). The key characteristic of NDCs is that they are nationally determined and hence display a wide variety of approaches, both to the format and to content. This diversity is most notable in the types of targets exhibited in different Parties' NDCs. That said, guidance on what NDCs could contain is available⁶ and at COP 24, Parties agreed on what is needed in NDCs for clarity, transparency and understanding (see Section 4.6.1 for more information). A few issues, such as common timeframes for future NDCs, are still being discussed. Other issues, such as how Parties might update their NDCs, will be left open for Parties themselves to decide.

4.3 NDC implementation

As opposed to NDC formulation, monitoring and reporting, the Paris Agreement does not offer any requirements, deadlines or guidelines for implementing the NDCs. Many Parties have formulated their NDCs as fairly high-level strategic documents, and underpinned them by more detailed action plans or roadmaps that set out how the objectives will be met. These plans or roadmaps then need to drive implementation, for example through the development of new policies, alignment of domestic budgets with the NDC targets or pricing carbon. It is important that the NDC implementation plans and roadmaps are not stand-alone documents, but have strong ownership in the relevant sector ministries and be reflected in associated sector strategies and investment plans. It is also important to have a mechanism to monitor and review these plans with sufficient regularity and ensure consistency with the NDC. If such NDC implementation plans or roadmaps do not exist, the Party may find it beneficial to develop them, ideally through a consultative process with stakeholders to increase buy-in for the plans⁷.

Whilst formal guidance for NDC implementation does not exist, there are a range of resources that Parties can use to guide the NDC planning and implementation process⁸.

4 Initial NDCs were submitted to the UNFCCC in the run-up to COP 21 (Paris, 2015). These automatically become a Party's first NDC once the Party joins (ratifies) the Paris Agreement, unless a Party decides otherwise. This automatic 'transition' to the first NDC has happened in most cases but one exception is the Philippines, which ratified the Paris Agreement in October 2017, but has not yet submitted its first NDC.

5 The interim NDC Registry can be found here – <https://www4.unfccc.int/sites/NDCStaging/Pages/Home.aspx>

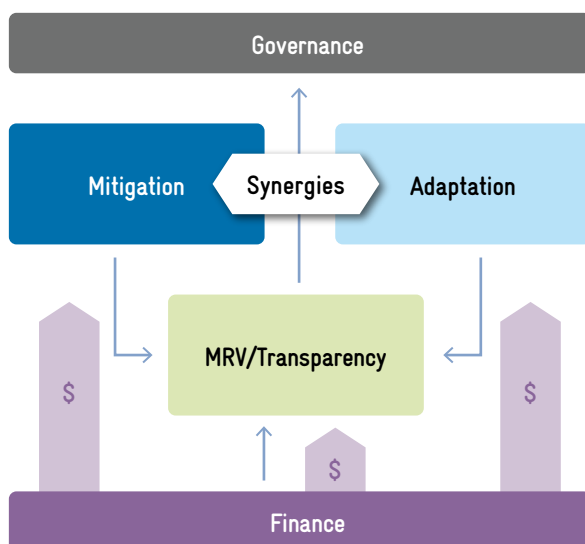
6 For example, see CDKN and Ricardo's Guide to INDCs or the European Capacity Building Initiative Pocket Guide to NDCs http://orbit.dtu.dk/files/149534221/NDCs_layout_web_colour.pdf

7 Case studies on developing NDC implementation plans can be found on the Good Practice Database hosted by the NDC Partnership – <https://ndcpartnership.org/good-practice-database>

For example, see <https://ndcpartnership.org/content/developing-national-climate-compatible-development-plan-ccdp>

8 For example, CDKN/Ricardo 'Planning for NDC Implementation: A quick start guide', WRI/UNDP NDC implementation checklist, UNEP DTU Advisory Note on NDC implementation etc. See references in Appendix 2 for more details.

Figure 3:
The key elements of NDC implementation



Source: Planning for NDC Implementation: A Quick-Start Guide (CDKN & Ricardo Energy & Environment, 2016)

As well as developing robust plans for implementing the NDC, Parties have to look beyond the climate policy space. For example, phasing out fossil fuel subsidies and successively introducing a price on carbon while compensating those negatively affected by those measures will be an important measure for many Parties to meet their targets. Climate action requires transition in a number of sectors. Therefore, sectoral ministries need to design policies and measures that achieve climate targets alongside other important targets, such as reliable energy access, reduced air pollution or biodiversity conservation and food security. If reviews of key strategies are planned, such as a five-year development plan update, or a review of a country's energy strategy, this offers a good opportunity to ensure that these plans are 'Paris Agreement compatible'.

Governance: putting in place the appropriate institutional structures and processes to drive and coordinate climate action and to engage key stakeholders.

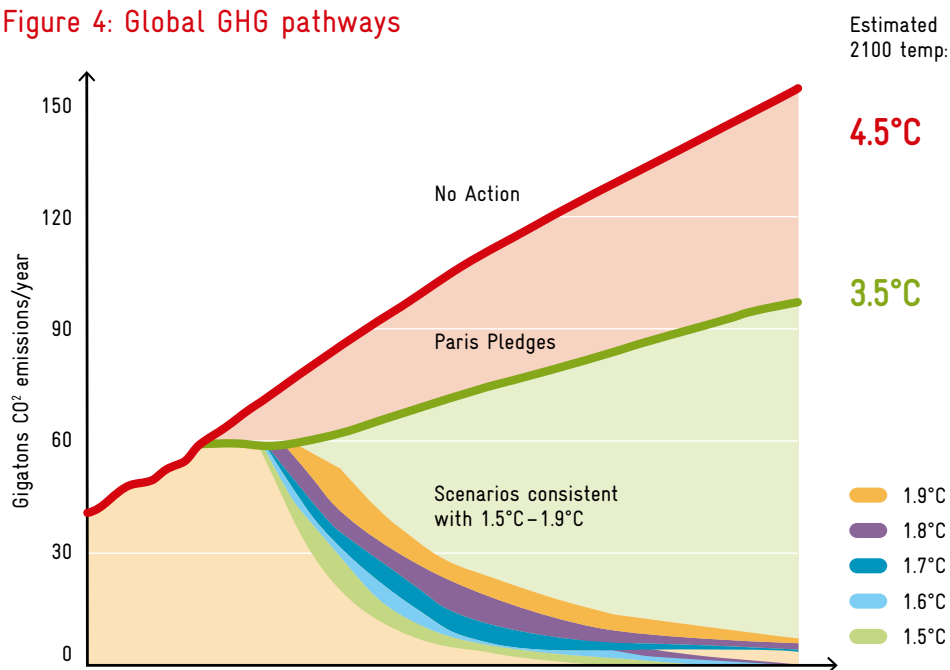
Mitigation: long-term mitigation strategies aim to reduce GHG emissions through national and sector plans that are aligned with development priorities.

Adaptation: integrated adaptation planning builds long-term resilience to the impacts of climate change by mainstreaming adaptation into national and sectoral plans.

MRV (Measurement, Reporting and Verification; also known as transparency): systems to track implementation and apply the lessons learned, thus enhancing understanding about which actions work best, and why.

Finance: a climate finance framework should match a country's needs against funding streams, and include strategies to access these.

Figure 4: Global GHG pathways



Source: ClimateInteractive, 2016; adapted

4.4 Enhancing ambition in NDCs

The Paris Agreement represented a significant step forward in global efforts to tackle climate change in that, for the first time, it includes all Parties, i.e. developed and developing countries. Each Party to the Paris Agreement must develop successive NDCs (Article 4(2)) every five years (Article 4(9)) and each one must be a ‘progression’ beyond the previous one (Article 4(3)). What constitutes a ‘progression’ is not defined. But the expectation is that it would extend the timeframe for the NDC and would ideally also represent increased ambition. Indeed, the Paris Agreement states that a global stocktake will be carried out every five years, with the first one taking place in 2023 (Article 14(2)). This stocktake will assess the collective progress towards achieving the

Paris Agreement’s long-term goals and it will inform Parties in updating and enhancing their NDCs (Article 14(3)).

The need for enhanced ambition is illustrated in the 2016 update to the 2015 UNFCCC Synthesis Report⁹ and the IPCC Special Report on 1.5°C¹⁰, which state that current NDCs are not consistent with a pathway to 1.5°C and would instead lead to warming of 3.5°C. This suggests that Parties need to both go beyond current commitments by 2030 and also consider the need for greater ambition for future NDCs that have a timeframe beyond 2030.

In the context of ambition, there is a strong link between NDCs and long-term low emission development strategies (LT-LEDS), in that it will be important both that the latter are sufficiently ambitious and in line with the Paris Agreement’s goal on limiting global temperature rise, and that the former are set in line with these long-term strategies. For more information on LT-LEDS, see Section 4.5.

⁹ <https://unfccc.int/sites/default/files/resource/docs/2016/cop22/eng/02.pdf>

¹⁰ <https://www.ipcc.ch/sr15/chapter/summary-for-policy-makers/>

Many Parties are still at a relatively early stage of NDC implementation of their current NDC, and may still be working on NDC implementation plans, or may have only recently approved them and started the implementation process. Continuing this process whilst also considering enhanced ambition presents a challenge to all Parties. But as well as the imperative to consider enhanced ambition outlined above, to put the world on a pathway to the Paris Agreement's temperature goal, there are also other reasons why it could be beneficial for Parties to consider enhanced ambition:

- Many of the current NDCs were quite rushed and with a bit more time to conduct analysis and carry out meaningful stakeholder engagement, a Party may find that it is capable of making larger emissions cuts through measures that are sensible for many other reasons too, such as lower prices for technology or curbing air pollution.
- Since the current NDC was produced, technology costs have come down, e.g. for renewables, and there may be new information on elements such as projected energy demand or water availability.
- In order to meet the Paris objectives, countries need to largely phase out fossil fuels by mid-century. Given this scenario, early action on “low-hanging fruit” is necessary to allow for sufficient time for the harder changes that may take longer. If countries don't act fast on the quick wins, they lose time and money, because the later they curb their emissions, the stronger and more expensive the cuts have to be.
- Raising ambition is a strong political statement to other countries. Many countries can do more and can count on strong public support for intensifying efforts on climate change and responding to the ‘climate emergency’. Raising ambition pressures other countries to act and supports constituencies within those countries that demand stronger action from their governments.

- Under the Paris Agreement, Parties are encouraged to submit mid-century long-term low greenhouse gas emission development strategies by 2020 (see Section 4.5). It will be important to demonstrate that a Party's 2030 target is consistent with a 2050 target in such a long-term strategy.
- A new or updated NDC is an opportunity to demonstrate progress in implementing the current NDC.

There are a number of options available for new or updated NDCs. Enhancing the ambition could include:

- Setting an ambitious new target for a timeframe beyond the existing one.
- Tightening the existing target.
- Expanding the scope of the target to cover more sectors or gases.
- Changing a conditional target to an unconditional target.
- Changing the emphasis of an existing target, for example making the target ‘at least’ or ‘well below’ the previously agreed level.¹¹

In addition, when developing a new NDC or updating an existing one, the following changes could also be made:

- Adding new policies and measures to meet the target.
- Committing more support to climate action.
- Developing more robust transparency systems.
- Reporting on progress since the existing NDC was first submitted.
- Setting out improved governance structures.

¹¹ For example, a Party could change an existing target to reduce GHG emissions to 30% below the 1990 baseline, to ‘reducing GHG emissions to well below 30% below the 1990 baseline’.

4.4.1 Changes to NDCs by 2020

4.4.1.1 New NDCs by 2020

The Decision 1/CP.21¹² to the Paris Agreement requests that those Parties whose INDCs or first NDCs have a timeframe up to 2025 develop a new NDC by 2020 (Para 23). Whilst it does not specifically say it, the expectation would be that this new NDC has a timeframe beyond 2025. And as set out above, Art 4(3) of the Paris Agreement states that each successive NDC must be a progression on the last one. Those Parties that need to produce new NDCs by 2020 may need to carry out new analysis of mitigation options and potential if the analysis informing the existing NDC target did not extend beyond 2025. Updating the analysis is also useful because the costs and benefits of some mitigation options have changed (for example, prices for renewables have fallen further), and we may have better information about other key variables, such as projected energy demand or variations in water availability. Parties will also need to ensure consistency between the new target beyond 2025 and any longer-term target set out in its long-term low emission development strategy (see Section 4.5 for more details). At time of writing, only one Party to the Paris Agreement has submitted its second NDC (Marshall Islands).

4.4.1.2 Updated existing NDCs by 2020

The Decision 1/CP.21 also requests that those Parties whose INDCs or first NDCs have a timeframe up to 2030 'communicate or update' these by 2020.

A number of Parties have already submitted an updated NDC to the UNFCCC.

No formal guidance is available on what this update might entail. Some options for updated NDCs are provided in Section 4.4 above. More information on options for updated (and new) NDCs can be found in the WRI working paper on enhancing NDCs by 2020¹³.

4.4.2 Other changes to NDCs

Article 4(11) of the Paris Agreement states that a Party to the Agreement may adjust its existing NDC at any time. This allows Parties to make revisions as appropriate, for example to align with any changes to domestic climate policy, to reflect latest evidence or science or to respond to greater public or political support for climate action.

4.4.3 Common timeframes for future NDCs

The Paris Agreement states that successive NDCs shall¹⁴ be submitted every five years from 2020. It also states that common timeframes for NDCs will be considered. A NDC timeframe is '...a time period in the future during which an objective included in an NDC is to be achieved'¹⁵. Most first NDCs have timeframes of five years (2021–2025) or ten years (2021–2030).

COP 24 (Katowice, 2018) agreed that common time frames shall be applied from NDCs to be implemented from 2031 onwards. As it is expected that NDCs shall be submitted five years before the start of their timeframes, this means that the

12 <https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf>

13 Fransen, T., E. Northrop, K. Mogelgaard, and K. Levin. 2017. "Enhancing NDCs by 2020: Achieving the Goals of the Paris Agreement." Working Paper. Washington, DC. World Resources Institute. Available online at <http://www.wri.org/publication/NDC-enhancement-by-2020>

14 In UNFCCC terminology, 'shall' = mandatory, 'should' = encouraged to do and 'may' = at discretion.

15 Definition from synthesis report on the aggregate effect of INDCs, UNFCCC 2016.

common timeframes will be applied to the NDCs submitted in 2025¹⁶. But all other details, such as the length of the timeframe and whether there should be a single common timeframe or a choice of timeframes, will be further discussed at the next meeting of the Subsidiary Body for Implementation (SBI) in Bonn in June 2019¹⁷. Policy makers may want to follow these discussions to understand the likely requirements for future NDC submissions.

4.5 Mid-century, long-term low GHG emissions development strategies

The Paris Agreement states that all Parties to the Agreement should strive to develop mid-century long-term low greenhouse gas emission development strategies (also known as long-term low emission development strategies, or LT-LEDS, for short) that are consistent with the objectives of the Paris Agreement (Article 4(19) and invites Parties to communicate them to the UNFCCC by 2020 (Para 35 of the COP 21 Decision)¹⁸. LT-LEDS have a particularly important role to play under the Paris Agreement, as they will help guide the ambition levels in future NDCs. More and more countries, as well as sub-national actors such as cities, are setting ambitious, and often zero carbon, targets for 2050.

In some countries, such targets may already exist and pre-date the current NDC. In this case, it may be helpful to review this long-term target in the light of the Paris Agreement and its desired aim to pursue efforts to limit global temperature rises to 1.5 °C above pre-industrial levels. Furthermore, the reasons set out in Section 4.4 for enhancing ambition apply

equally to long-term strategies. For example, the evidence may have moved on since the existing long-term target was set.

LT-LEDS also play a crucial role in informing nearer term decisions on climate policy. For example, if a country only looks at the near term, it may decide that moving from coal to gas would be an appropriate way of reducing GHG emissions. However, consideration of the longer-term perspective may simply show that investment into gas infrastructure will lock the country in to a pathway that is not compatible with the longer-term emissions target and that instead a more transformative shift to renewable energies is needed. In this way, LT-LEDS can also help inform the nearer term NDC implementation planning mentioned in Section 4.3.

4.6 Other NDC-related issues

4.6.1 Information for clarity, transparency and understanding

Formal guidance currently does not exist on key features of NDCs beyond what is set out in the Paris Agreement itself. Furthermore, Decision 4/CMA.1 decides to continue consideration of further guidance on features of NDCs at the COP in 2024.

Article 4(8) of the Paris Agreement states that when communicating their NDCs, Parties shall provide “the information necessary for clarity, transparency and understanding...”. Paragraph 27 of Decision 1/CP.21 sets out in more detail what this entails, including information on:

16 For example, if agreement is reached on a common timeframe of 5 years, the NDCs submitted in 2025 would have timeframes of 2031–2035.

17 The Subsidiary Body for Implementation is the body that has overseen issues related to implementation of the UN Framework Convention on Climate Change, the Kyoto Protocol and now the Paris Agreement.

18 As of 5 June 2019, eleven countries had submitted a long-term strategy to the UNFCCC:
<https://unfccc.int/process/the-paris-agreement/long-term-strategies>

- The reference point (for example the base year)
- Time frames and/or periods for implementation
- Scope and coverage of the NDC (e.g. which sectors are covered, which gases included etc)
- Planning processes (information on existing or planned domestic processes for implementing and monitoring the NDC)
- Assumptions and methodological approaches
- How the NDC is considered to be fair and ambitious
- How the NDC contributes to the objectives of the Convention.

Annex I to Decision 4/CMA.1¹⁹ from the ‘Katowice Package’ gives more details on these elements. The information should also be provided for adaptation measures that have mitigation co-benefits. Parties are strongly encouraged to provide the information necessary for clarity, transparency and understanding when updating their first NDCs by 2020. But it also points out that Parties should not feel limited to this information and may also provide further information as is deemed necessary.

4.6.2 Accounting for NDCs

Accounting can be defined as the process and procedure for assessing the achievement of a mitigation target²⁰. Under the current MRV framework, this only applies to developed country Parties in the second commitment period of the Kyoto Protocol. But under the Paris Agreement, all Parties will need to account for their NDCs. This should be done with agreed methodologies and common metrics and tends to be based on the GHG inventory. However some NDCs contain non-GHG

targets (e.g. renewable energy or energy efficiency targets) and it has not yet been clarified how such targets will be accounted for.

Annex II of Decision 4/CMA.1 of the Katowice Climate Package sets out further guidance on this topic, including accounting for GHG emissions and removals, ensuring methodological consistency (e.g. on baselines) and inclusion of categories of emissions.

4.7 Support for NDC work

Decision 4/CMA.1 underscores that support shall be provided to developing country Parties for the implementation of Article 4 of the Paris Agreement, including for preparing NDCs. There are a range of support programmes that provide technical assistance and capacity building to countries on their NDCs, including the UNDP NDC Support Programme, the World Bank’s NDC Support Facility, the NDC Cluster, the Intra-American Development Bank’s NDC Invest, the African Development Bank NDC Hub, the Asian Development Bank’s NDC Advance, and many bilateral projects. There is also support available for long-term low-emissions development strategies, for example through the 2050 Pathways Platform and a peer exchange of Parties facilitated by the UNFCCC Secretariat,²¹ as well as through bilateral and multilateral organisations. Since LT-LEDS are closely linked with NDCs, some NDC support programmes also support the development of LT-LEDS. The NDC Partnership supports its member countries and institutions to mobilise and coordinate technical and financial support for NDC implementation and ambition raising²². A country-driven process serves as a match-making mechanism

19 https://unfccc.int/sites/default/files/resource/cma2018_3_add1_advance.pdf

20 Definition taken from ‘Deciphering MRV, accounting and transparency for the post-Paris era’ – <https://www.transparency-partnership.net/system/files/document/MRV.pdf>

21 <https://www.2050pathways.org/>, contact to the UNFCCC LT-LEDS Group of Friends: LT-LEDS@unfccc.int

22 Launched at COP 22 in 2016, membership has grown rapidly and includes 17 climate finance donor countries, 76 developing countries (including most countries of Sub-Saharan Africa and Latin America), as well as 23 institutional and associate members (including key UN agencies and international development bank, as of 5 June 2019).

between country requests and donor contributions, aiming to increase donor coordination, commitment and alignment with national climate goals.

4.8 Climate finance flows

Article 2(1)(c) of the Paris Agreement emphasises the need to make finance flows consistent with low GHG emissions and climate-resilient development pathways. The Katowice Climate Package did not include any further updates or guidance on this but did include a report from the Standing Committee on Finance on an overview of climate finance flows²³. Having access to finance will be crucial to successfully implementing NDCs and in addition to the specific support for NDCs mentioned above, making all finance flows ‘Paris Agreement compatible’ will play a key role in doing this, especially in the longer term. Parties may therefore decide to conduct a review, or update an earlier one, mapping finance flows and the extent to which they are consistent with the NDC and also any longer-term strategy (see Section 4.5 above).

5 Transparency

5.1 Summary of key steps and issues for policy makers

The key steps and issues that policy makers may want to consider with respect to transparency under the

Paris Agreement are outlined below. More details are given in the following sub-sections. As with Section 4 of this guidance note, the focus is on transparency of mitigation action but references are also made to transparency of both adaptation and support.

- Review the guidance for Transparency under the Paris Agreement (the modalities, procedures and guidelines, or MPGs) as well as your current arrangements and processes for the existing MRV framework under the UNFCCC, and consider where further work is needed to become compliant with the Enhanced Transparency Framework (ETF). [Section 5.3]
- Map out what needs to be done between now and 2024 (when the first Biennial Transparency Report under the ETF is due), in order to become compliant with the ETF, by when and who needs to be involved [Section 5.4]. As part of this, key considerations might be:
 - Considering appropriate institutional arrangements for transparency under the Paris Agreement, ideally building on what is already in place.
 - Identifying whether the Party needs to make use of any of the flexibility options provided by the MPGs [Section 5.3]. This identification could be done as part of developing a forthcoming BUR under the current MRV framework.
 - Building technical expertise and capacity to deal with various GHG inventory methodological issues that were previously only encouraged for developing country parties. [Section 5.5]
- Reviewing the nature of the target in the NDC and what this might mean in terms of reporting on progress.
- Considering the appropriate indicator or indicators for tracking progress in implementing and achieving the NDC.
- Reviewing options for how estimates of the expected GHG emissions reductions from actions, policies and measures are being or could be calculated, for example by following the WRI Policy and Action Standard²⁴.
- Encourage transparency of adaptation (also known as adaptation monitoring and evaluation) to be mainstreamed into the National Adaptation Plan (NAP) Process. Consider plans for adaptation communications. [Section 5.7]
- Ensure there is a clear understanding of what support is needed for NDC implementation, including finance, capacity building and technology transfer, and develop/update plans for how to report on this, and the support received, under the ETF. [Section 5.8]
- Consider capacity needs for the above and potential sources of support, for example through the Capacity Building Initiative for Transparency (CBIT) set up under the Paris Agreement. [Section 5.9]

24 <https://www.wri.org/publication/policy-and-action-standard>

- Continue reporting under the existing measurement, reporting and verification (MRV) framework as a way of building capacity and expertise in advance of the ETF. The current framework may also provide an opportunity to learn by doing, for example by aiming to report on a parameter required by the ETF before 2024, such as in a BUR.
- Consider whether further capacity building is needed to prepare for the Review and Multilateral Consideration of Progress of BTRs. One option could be to nominate country experts to the UNFCCC Roster of Experts for reviewing GHG inventories, National Communications and Biennial Reports (developed country Parties) or Biennial Update Reports (developing country Parties), to gain expertise in this area. [Section 5.6]

5.2 Background on transparency under the Paris Agreement

Article 13 of the Paris Agreement establishes an enhanced transparency framework (ETF) for climate action (mitigation and adaptation) and support. Under this framework, all Parties are required to report regularly on their GHG emissions and on the progress in the implementation and achievement of their mitigation contributions in their NDCs. Whilst for the first time it is a common framework for all Parties, developing countries are granted flexibility if their capacities are not yet at a level allowing them to comply with all the requirements. This allows them to improve over time. A Capacity-Building Initiative for Transparency (CBIT) has been established to assist developing countries in building the necessary institutions and processes for complying with the ETF (see Section 5.9 for more details).

One of the aims of the transparency framework is to build mutual trust and confidence as well as to promote effective implementation. The framework will provide input to the Global Stocktake, which will be conducted every 5 years to assess the collective progress towards achieving the purpose of the Agreement and to inform further individual actions by Parties.

The ETF is meant to build on and enhance the existing transparency arrangements under the Convention and under the Kyoto Protocol. In the case of developing countries, this means building on the existing experiences in the preparation of National Communications (NCs), Biennial Update Reports (BURs) and participation in the International Consultation and Analysis (ICA) process.

5.3 The Modalities, Procedures and Guidelines (MPGs) for the implementation of the Enhanced Transparency Framework

One major element of the Katowice Climate Package agreed at COP 24 is the adoption of common modalities, procedures and guidelines (MPGs)²⁵ for the operationalisation of the ETF. The MPGs build on, among other things, experiences from applying transparency-related requirements under the Convention and the Kyoto Protocol. As outlined above, these MPGs apply to all Parties, while providing flexibility for developing countries who do not yet have the capacity to comply with all requirements. Developing country parties can self-determine, based on their own capacities, which flexibility options they need to make use of. They will

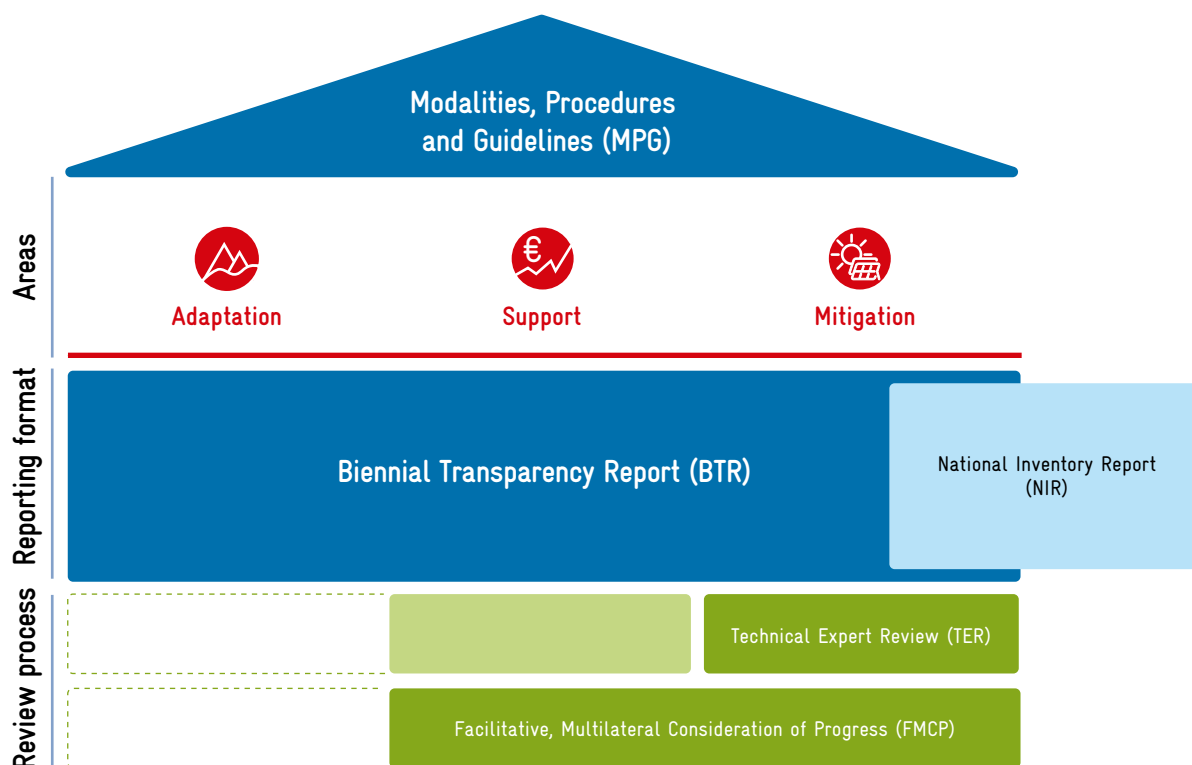
need to explain which flexibility options they choose to use, what the capacity constraints are which make it necessary to use the chosen flexibility options, and provide timeframes for improvements in relation to those capacity constraints.

The MPGs set out how, under the ETF, biennial transparency reports (BTRs) will be submitted by all Parties every two years (LDCs and SIDS may submit BTRs at their discretion). The information submitted by each Party will undergo a two-step review process. First, the BTR will undergo an international technical expert review (TER), and second, each Party will

participate in a facilitative, multilateral consideration of progress with respect to efforts, and its respective implementation and achievement of its NDC²⁶. Figure 5, below, provides an overview of the ETF areas, reporting formats and review process.

BTRs are going to supersede the current biennial reporting requirements for developing and developed countries, with the first BTR to be submitted no later than 31 December 2024, as decided at COP24. Until then, developing countries will continue to submit BURs and by doing so, they will gain the experience needed to comply with the transparency requirements

Figure 5: Overview of the Enhanced Transparency Framework²⁷

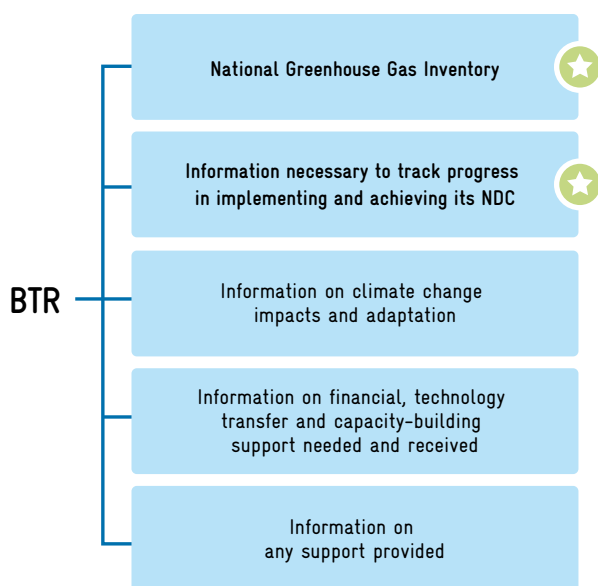


Source: Own compilation

26 Note that these processes will build on the current processes of International Assessment and Review for developed countries and International Consultation and Analysis for developing countries.

27 Note that the Technical Expert Review (TER) applies to support provided, but not to support received, hence the lighter shaded box under support for the 'Review process'.

Figure 6: Key elements of the Biennial Transparency Report (BTR) for developing countries



Source:
Own compilation based on Decision 18/CMA.1

Note: the elements marked with a star correspond to the mandatory elements of a BTR for developing countries

under the Paris Agreement. It is worth noting that all other reporting arrangements under the UNFCCC will continue to be valid, meaning that National Communications (NC) will need to be submitted every 4 years, so that whenever a NC is submitted, a BTR will have to be submitted at the same time. Under the ETF, Parties will have the option of integrating their BTR into their NC submission by adding more chapters.

The MPGs specify the content of the BTRs and cover detailed guidance on the following and as shown in Figure 6, above:

- national inventory report on anthropogenic emissions by sources and removals by sinks of GHGs (submitted as a stand-alone report or as a component of a BTR);
- information necessary to track progress made in implementing and achieving NDCs;
- information related to climate change impacts and adaptation (with clear linkages to the adaptation communications, which may be submitted as a component of or in conjunction with a BTR – see Section 5.7 for more details);
- information on financial support, technology development and transfer as well as capacity building support needed and received (see Section 5.8 for more details);
- information on financial support, technology development and transfer as well as capacity building support provided and mobilised;
- Flexibility options chosen, relevant capacity constraints and improvement timeframes.

Detailed information can be found under Decision 18/CMA.1 on the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement. The Initiative for Climate Action Transparency (ICAT²⁸) is currently developing a technical paper (“Getting ready for the Biennial Transparency Reports – Implementing the modalities, procedures and guidelines of the Enhanced Transparency Framework”). This document will provide detailed guidance to developing countries on how to apply the provisions covered by the MPGs. It is therefore recommended to policy makers with an interest in transparency under the Paris Agreement to consult that publication in order to familiarise more deeply with reporting requirements under the

transparency framework. This document is scheduled to be published in June 2019.

The MPGs also provide guidance for the review process that all BTRs must undergo. This review process will focus on the mandatory elements of the BTRs. It is worth noting that for developing countries only information related to national GHG inventories and to tracking progress in implementing and achieving the mitigation parts of a country's NDC is mandatory and as such will be subject to the TER. The TER will not assess whether the reported capacity constraints warrant the flexibility options chosen.

To ensure that reporting is as robust and accurate as possible, further work remains to be done under the UNFCCC negotiations. Negotiators from all countries are now asked to develop common reporting tables and formats in the period up to COP26 in 2020, as follows:

- a. common reporting tables and tabular formats for the electronic reporting of different types of information for tracking progress towards NDCs and climate finance, and
- b. outlines of the BTR, national GHG inventory document and TER report.

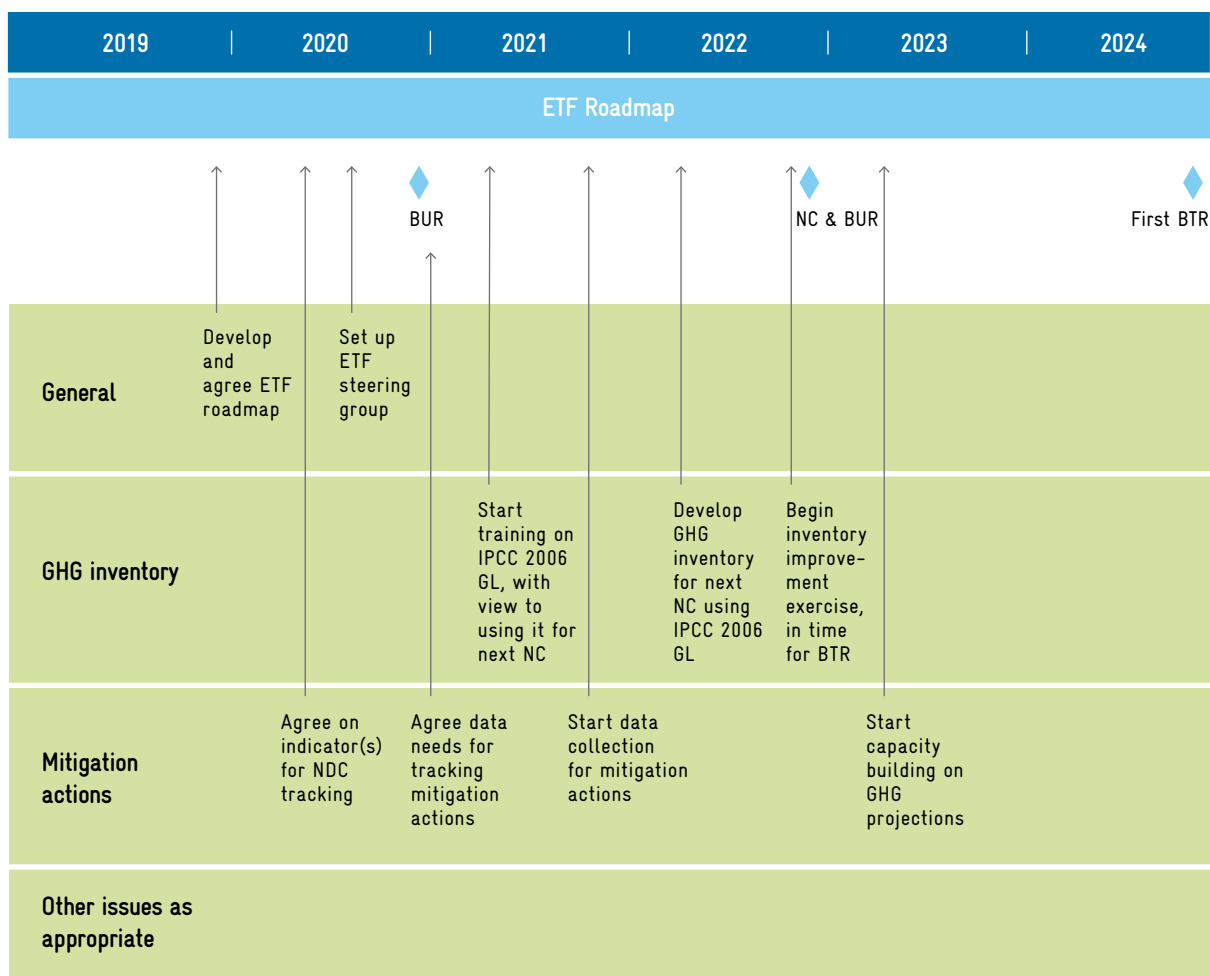
5.4 Preparing for the Enhanced Transparency Framework

As outlined above, the ETF builds on the existing MRV framework and as such, all countries will already be meeting some requirements under the ETF. But inevitably there will be some aspects of the ETF that countries are not yet meeting. At the time of writing this guidance note there are still over five years before the first BTR must be submitted, meaning there is time to implement the necessary improvements. It is therefore an opportune time to take stock of the current situation in the country, identify necessary improvements and develop a roadmap for how they will be addressed between now and 2024. This roadmap should ideally identify what needs to be done to become 'ETF-ready', when these activities should happen and who will be involved.

Whilst not a requirement of the Paris Agreement, such a roadmap for becoming 'ETF-ready' would have a number of benefits. In particular, it will ensure a smooth transition to the ETF and allow for certain aspects of the ETF reporting to be introduced over time, in a step-wise manner. Doing this will mean a smoother schedule of capacity building rather than trying to do too much in a short space of time near to the 2024 deadline. Such a roadmap could also allow for some learning-by-doing before the ETF is in place. Countries might look for milestones under the current MRV framework to 'try out' meeting certain requirements of the ETF before 2024, for example they may choose to report on information that is needed under the ETF, but not part of current reporting requirements, in a forthcoming BUR.

In preparing such a roadmap, countries should take into account any requirements on transparency under domestic policy or law. For example, a domestic climate change law might require certain reporting systems to be set up anyway and any such requirements should be included in the roadmap.

Figure 7: Hypothetical example of a roadmap to becoming ETF-ready²⁹



Source: Own compilation

29 Note that this figure shows a hypothetical example where a country decides to carry out work in the areas of GHG inventory and mitigation actions to prepare for the ETF. Countries may also decide to carry out work in other areas such as transparency of support, adaptation etc.

5.5 Main differences between BTRs and BURs

To develop such a roadmap, countries will obviously need to understand the requirements under the ETF and how they differ from the current MRV framework.

There are some notable differences regarding the scope of information currently submitted under a BUR and the future scope of a BTR. Appendix 4 provides an overview of the main changes between the BURs (current reporting requirements as of 2019) and the BTRs (reporting requirement from 2024). Main changes consist in ensuring completeness and accuracy of the information reported in the GHG inventory, and in tracking progress and reporting on the implementation and achievement of the NDC.

In terms of GHG inventories, all countries will need to use the 2006 IPCC guidelines³⁰ (and any subsequent refinements) and use the global warming potentials (GWP) of the Fifth Assessment Report by the Intergovernmental Panel on Climate Change (IPCC). All countries are also requested to perform mandatory key category analysis, make every effort to apply higher tier methods to the key categories, report consistent times series, conduct uncertainty analysis and implement Quality Assurance / Quality Control (QA/QC) plans³¹. While some requirements for the preparation of GHG inventories may be new for developing countries, a number of them are already moving towards these requirements, e.g. by already presenting GHG inventories compiled using the 2006 IPCC guidelines in their BURs, conducting key category analyses and applying higher tiers for at least some key categories.

Regarding reporting on their mitigation efforts, all countries will need to provide a description of their NDCs and information on relevant indicators needed to track progress in their implementation. For developing countries, this is an important addition, as they will need to report for the first time on the implementation and achievement of their mitigation goals. The indicators can be quantitative or qualitative and indicator data has to be provided for all reporting years.

The MPGs specify that each Party shall report on GHG projections and gives details on how this should be done. However, developing country Parties that need flexibility in light of their capacities are only encouraged to report them or, if they do report them, are able to use less detailed methodologies. But Parties may want to consider whether they opt to use the flexibility as developing GHG projections has many benefits, including informing policy development sufficiently early to allow for policies to be revised and take effect. The MPGs state that GHG projections are not to be used for progress tracking except where the Party is assessing its GHG emissions against a dynamic baseline³².

Information on adaptation action is also a new element in the BTRs but it is not mandatory. Additional information to be reported includes support provided and received. In addition to developed countries, for whom it is mandatory, other countries that provide support should also report this information as part of their BTRs. Finally, developing countries should report with a higher level of detail on support needs and support received than currently within the scope of the BURs. Although reporting on adaptation action and on support needed and received are not mandatory (“should”) for developing

30 Parties are encouraged to use the 2013 Supplement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories: Wetlands.

31 Developing countries that need flexibility are only encouraged to do this.

32 Namely, one that can change over time rather than being fixed at the outset.

countries under the ETF, they are important elements. Reporting on support needed and received will make it easier for developing countries to attract the support necessary to enable effective implementation of their NDCs. A majority of NDCs include adaptation components and for many vulnerable developing countries it is the priority climate change issue. Reporting on progress in implementing adaptation actions and their impact on resilience and vulnerability will be key to attracting such finance.

5.6 Main differences between existing and future review processes

BTRs will undergo a review process consisting of two parts; a TER to review the information in the BTRs and a facilitative, multilateral consideration of progress to consider a Party's progress toward meeting its NDC. As previously stated, under the current MRV arrangements for developing countries, BURs undergo the ICA process. The main differences between the two processes are shown in Appendix 5. It is worth noting that countries who have participated in the ICA will likely already be familiar with a number of elements of the TER. The review process for BTRs will be different to the analysis of BURs for developing countries in scope and composition of the expert review team, as well as in its format. The TER report will not only include capacity building needs (as the ICA process does) but also recommendations for improvement of subsequent BTRs. Further, the composition of the TER team differs to that of the Technical Team of Experts (TTE) under the ICA by shifting to a geographical balance between experts from developed and developing countries. The format of the reviews will change from only centralised reviews for BURs

to different kinds of review formats (including centralised, desk and in-country reviews) for BTRs. In-country reviews are a format developing countries are not yet familiar with. They require more time and resources and tend to be more in-depth, as current experience from developed countries shows. At the same time, they offer much higher potential for experience exchange among country experts and the TTE. Experience under the ICA process shows that the review processes help exchange experience and improve reporting over time and will thus be an asset for preparing for the ETF of the Paris Agreement.

5.7 Transparency of adaptation

Transparency of adaptation, also known as adaptation monitoring and evaluation (M&E), allows countries to keep track of the implementation of adaptation plans and actions and assess their effectiveness and outcomes. It can support the ongoing management of adaptation interventions by assessing progress and pointing out needs for adjustments, and can also support learning and exchange about what works well and what does not, thereby helping to improve adaptation actions.

This is covered by one of the four main steps of the National Adaptation Plan (NAP) process, specifically in Element D – reporting, monitoring and review. Most countries are at an early stage in the NAP process and are focused on Element A – stocktaking – to understand and synthesize available climate analyses, vulnerability and climate impact analyses, past and ongoing adaptation activities, and gaps and barriers. Some countries are beginning to consider Element B, which includes assessing and prioritizing vulnerabilities and adaptation options³³. As Element D is the fourth of four steps, countries might not focus at this stage on setting up M&E systems for

33 More information on these elements of the NAP process can be found in the NAP Technical Guidelines for Least Developed Countries – https://unfccc.int/files/adaptation/cancun_adaptation_framework/application/pdf/napttechguidelines_eng_high_res.pdf

adaptation. However, it is important to build in adaptation M&E considerations into the stocktaking process and subsequent assessment of vulnerabilities and adaptation options. Therefore, M&E needs to be mainstreamed in the NAP process from an early stage, rather than being an add-on in Element D.

The Paris Agreement does not stipulate specific requirements for adaptation M&E, but Article 7.10 states that adaptation communications should be submitted periodically to the UNFCCC. Article 7.11 states that adaptation communications should be submitted as part of or in conjunction with other communications/documents (e.g. NAP, NDC and/or national communications). Countries may therefore want to consider how they wish to do this. Further guidance on adaptation communications, including their purpose and key elements, was agreed at COP 24³⁴.

5.8 Transparency of support

Article 13 of the Paris Agreement states that developing countries should provide information on financial, technology transfer and capacity-building support needed and received. If not done so already, countries should therefore ensure they have a clear understanding of what support is needed. If there is no recent assessment of needs available, it may be helpful to review earlier assessments to ensure that they align well with the current NDC, take account of the Katowice Climate Package and, if possible, considers what support may be needed for the updated or new NDC. As explained in Section 5.5 above, whilst reporting on support needed and received is not mandatory for developing countries, there are benefits in doing so.

5.9 Capacity needs for preparing for the ETF

Developing countries are likely to need additional capacity to be ready for the ETF. Support is being provided by a range of organisations. Most notably, the Paris Agreement set up the Capacity Building Initiative for Transparency³⁵ (CBIT), through which countries can access support for a range of transparency related issues. The UNFCCC Secretariat and the UNDP Global Support Programme established in 2016 an informal network of support providers in the field of transparency, called the “Group of Friends of MRV/Transparency”. Meetings in the framework of the UNFCCC negotiations and an online cooperation platform with information about activities and resources foster cooperation and coordination among members. Developing countries will also receive financial and technical support for the preparation and submission of BTRs as well as for building the institutional and technical transparency-related capacities through the Global Environment Facility (GEF) and bilateral support.

5.10 The role of transparency in enhancing ambition

As shown in Figure 1 at the start of this document, transparency plays a central role in the NDC ‘policy cycle’. The information that will come from the ETF will not only allow for an assessment of overall progress towards the objectives of the Paris Agreement, by feeding into the Global Stocktake taking place every five years from 2023. It will also allow individual Parties to the Paris Agreement to understand how they are doing in achieving their NDCs and how they might update those NDCs or, every five years, produce new ones. There is therefore a clear and strong link between the transparency issues outlined here in Section 5 and the NDC issues outlined in Section 4 above. Policy makers are encouraged to consider the two in parallel.

34 See Decision 9/CMA.1 at <https://unfccc.int/documents/187572>

35 <https://www.thegef.org/topics/capacity-building-initiative-transparency-cbit>

6 Summary and conclusions

The agreement of the Katowice Climate Package at COP 24 in 2018 provides many of the detailed rules needed to govern action under the Paris Agreement over the coming years. This is therefore an opportune time for policy makers to take stock, review domestic policies and processes, and prepare for key upcoming milestones, such as updated or new NDCs by 2020 or reporting under the Enhanced Transparency Framework from 2024.

A key characteristic of the Paris Agreement is the more participatory, bottom-up nature, with many issues being nationally determined, such as the level of ambition, the approach to meeting targets and so on. This should enable countries to fulfil their climate commitments in a way that is tailored and appropriate to them. However, at the same time, to meet the goals of the Paris Agreement mentioned in Section 2, countries will need to work together and show collective ambition and support. It is clear from the science that the window to avoid the worst impacts of climate change is narrowing and that the next ten years will be critical. Small incremental changes will not be sufficient and all countries will need to be bold in setting out ambitious plans for transformative change in their economies. The next opportunity to show this will be through the chance to submit new or updated NDCs by 2020, and to demonstrate leadership and ambition in revising 2030 targets so that NDCs collectively set us on a more cost-effective pathway to a low carbon future.

To do this all will require good governance and political leadership at the country level. Developed countries will need to continue supporting developing countries in building capacity to develop policies and track progress in meeting climate objectives. But for everyone, this also requires something of a shift in mind-set. Climate change is not an issue that can be considered in isolation but needs to be fully mainstreamed in everything that policy makers do. It is central to the Sustainable Development Goals (SDGs) and is inextricably

linked to the preservation and sustainable use of natural ecosystems and biodiversity, the development agenda, economic growth and poverty reduction.

The climate challenge is one for all of us. But policy makers are fortunate to have a unique position to influence and shape the policy that will set us on a pathway to a low carbon and climate resilient future.

Appendices

Appendix 1: Glossary

Appendix 2: References

Appendix 3: Summary of Katowice Climate Package

Appendix 4: Main differences between BURs and BTRs

Appendix 5: Main differences between the review process of BTRs and the ICA for BURs

Appendix 1 – Glossary

Acronym	Full description
BTR	Biennial Transparency Report
BUR	Biennial Update Report
CBIT	Capacity Building Initiative for Transparency
COP	Conference of the Parties to the United Nations Framework Convention on Climate Change
ETF	Enhanced Transparency Framework
GEF	Global Environment Facility
GHG	Greenhouse Gas emissions
GWP	Global Warming Potential
ICA	International Consultation and Analysis
ICAT	Initiative for Climate Action Transparency
INDC	Initial Nationally Determined Contribution
IPCC	Intergovernmental Panel on Climate Change
LDCs	Least Developed Countries
LT-LEDS	Long-term Low (GHG) Emission Development Strategies
M&E	Monitoring and Evaluation
MPGs	Modalities, Procedures and Guidelines
MRV	Measurement (or Monitoring), Reporting and Verification
NAP	National Adaptation Plan
NC	National Communication
NDC	Nationally Determined Contribution
NIR	National Inventory Report
QA/QC	Quality Assurance/Quality Control
SBI	Subsidiary Body for Implementation (under the UNFCCC)
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
TER	Technical Expert Review
TTE	Technical Team of Experts
UNDP	United National Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
WRI	World Resources Institute

Appendix 2 – References

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UNFCCC 2019b. <https://unfccc.int/BURs>

UNFCCC 2019c. <https://unfccc.int/process-and-meetings/the-paris-agreement/katowice-climate-package>

UNFCCC 2019d. Decision 18/CMA.1. Modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement https://unfccc.int/sites/default/files/resource/cma2018_3_add2_new_advance.pdf#page=18

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Appendix 3 – Summary of Katowice Climate Package

Below is a list of the key elements of the Katowice Climate Package.

COP24 (the 24th Conference of the Parties to the United Nations Framework Convention on Climate Change):

- **FCCC/CP/2018/10** – report of COP 24.
<https://unfccc.int/sites/default/files/resource/10.pdf>
- **FCCC/CP/2018/10/Add.1** – <https://unfccc.int/sites/default/files/resource/10a1.pdf>
- **1/CP.24** – preparations for the implementation of the Paris Agreement and the first session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
- **2/CP.24** – local Communities and Indigenous Peoples Platform
- **3/CP.24** – long-term climate finance
- **4/CP.24** – report of the Standing Committee on Finance
- **5/CP.24** – report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund
- **6/CP.24** – report of the Global Environment Facility to the Conference of the Parties and guidance to the Global Environment Facility
- **7/CP.24** – modalities, work programme and functions under the Convention of the forum on the impact of the implementation of response measures
- **8/CP.24** – national adaptation plans
- **9/CP.24** – report of the Adaptation Committee
- **10/CP.24** – report of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts
- **11/CP.24** – review of the terms of reference of the Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention

- FCCC/CP/2018/10/Add.2 – https://unfccc.int/sites/default/files/resource/cp2018_10_add2_advance.pdf
- 12/CP.24 – review of the Climate Technology Centre and Network
- 13/CP.24 – enhancing climate technology development and transfer through the Technology Mechanism
- 14/CP.24 – linkages between the Technology Mechanism and the Financial Mechanism of the Convention
- 15/CP.24 – annual technical progress report of the Paris Committee on Capacity-building
- 16/CP.24 – least developed countries work programme
- 17/CP.24 – dates and venues of future sessions
- 18/CP.24 – administrative, financial and institutional matters
- **Resolution 1/CP.24** – expression of gratitude to the Government of the Republic of Poland and the people of the city of Katowice

CMP 14 (the 14th Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol):

- FCCC/KP/CMP/2018/8 – report of CMP 14.
https://unfccc.int/sites/default/files/resource/cmp2018_8_advance.pdf
- FCCC/KP/CMP/2018/8/Add.1
 - 1/CMP.14 – matters relating to the Adaptation Fund
 - 2/CMP.14 – report of the Adaptation Fund Board
 - 3/CMP.14 – modalities, work programme and functions under the Kyoto Protocol of the forum on the impact of the implementation of response measures
 - 4/CMP.14 – guidance relating to the clean development mechanism
 - 5/CMP.14 – administrative, financial and institutional matters
 - **Resolution 1/CMP.14** – expression of gratitude to the Government of the Republic of Poland and the people of the city of Katowice

CMA 1-3 (the third part of the first session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement):

- FCCC/PA/CMA/2018/3 – report on third part of first session of CMA.
https://unfccc.int/sites/default/files/resource/cma2018_3%28report%29_advance.pdf
- FCCC/PA/CMA/2018/3/Add.1 –
https://unfccc.int/sites/default/files/resource/cma2018_3_add1_advance.pdf
 - 3/CMA.1 – matters relating to the implementation of the Paris Agreement
 - 4/CMA.1 – further guidance in relation to the mitigation Section of decision 1/CP.21
 - 5/CMA.1 – modalities and procedures for the operation and use of a public registry referred to in Article 4, paragraph 12, of the Paris Agreement
 - 6/CMA.1 – common time frames for nationally determined contributions referred to in Article 4, paragraph 10, of the Paris Agreement
 - 7/CMA.1 – modalities, work programme and functions under the Paris Agreement of the forum on the impact of the implementation of response measures
 - 8/CMA.1 – matters relating to Article 6 of the Paris Agreement and paragraphs 36–40 of decision 1/CP.21
 - 9/CMA.1 – further guidance in relation to the adaptation communication, including, inter alia, as a component of nationally determined contributions, referred to in Article 7, paragraphs 10 and 11, of the Paris Agreement
 - 10/CMA.1 – modalities and procedures for the operation and use of a public registry referred to in Article 7, paragraph 12, of the Paris Agreement
 - 11/CMA.1 – matters referred to in paragraphs 41, 42 and 45 of decision 1/CP.21
 - 12/CMA.1 – identification of the information to be provided by Parties in accordance with Article 9, paragraph 5, of the Paris Agreement
- FCCC/PA/CMA/2018/3/Add.2 –
https://unfccc.int/sites/default/files/resource/cma2018_3_add2_new_advance.pdf
 - 13/CMA.1 – matters relating to the Adaptation Fund

- 14/CMA.1 – setting a new collective quantified goal on finance in accordance with decision 1/CP.21, paragraph 53
- 15/CMA.1 – technology framework under Article 10, paragraph 4, of the Paris Agreement
- 16/CMA.1 – scope of and modalities for the periodic assessment referred to in paragraph 69 of decision 1/CP.21
- 17/CMA.1 – ways of enhancing the implementation of education, training, public awareness, public participation and public access to information so as to enhance actions under the Paris Agreement
- 18/CMA.1 – modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement
- 19/CMA.1 – matters relating to Article 14 of the Paris Agreement and paragraphs 99–101 of decision 1/CP.21
- 20/CMA.1 – modalities and procedures for the effective operation of the committee to facilitate implementation and promote compliance referred to in Article 15, paragraph 2, of the Paris Agreement
- **Resolution 3/CMA.1** – expression of gratitude to the Government of the Republic of Poland and the people of the city of Katowice

SBSTA 49 (the 49th meeting of the Subsidiary Body for Scientific and Technological Advice):

- FCCC/SBSTA/2018/8 – report of 49th SBSTA.

SBI 49 (the 49th meeting of the Subsidiary Body for Implementation):

- FCCC/SBI/2018/22 – report of 49th SBI.
- FCCC/SBI/2018/22/Add.1 – summary reports on multilateral assessments at the forty-ninth session of the Subsidiary Body for Implementation

APA 1-7 (the seventh part of the first session of the Ad Hoc Working Group on the Paris Agreement):

- FCCC/APA/2018/6 – report of seventh part of first session of APA.

Appendix 4 – Main differences between BURs and BTR

The following table shows the main differences between the scope of information of BURs and BTRs³⁶

Field	Requirements	Biennial Update Report	Biennial Transparency Report
GHG inventory	National Inventory Report (NIR)	Summary of National Inventory Report (NIR)	National Inventory Report (NIR), either as part of the BTR or as a standalone document (mandatory)
	National inventory arrangements	Description of institutional arrangements	Implementation and maintenance of sustainable national inventory arrangements. Each Party shall (mandatory) report on the national focal point, the inventory preparation process, archiving of information and QA/QC and the processes for approval of the inventory
	IPCC Guidelines for the preparation of national GHG inventories	1996	2006 (further encouragement to use the 2013 wetland supplement). Parties shall use any subsequent version or refinement of the IPCC guidelines agreed upon by the COP / Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA)
	Key category analysis	Encouraged	Mandatory and every effort should be made to shift to higher tiers for key categories (flexibility for developing countries)
	Time series	From latest year reported in the last NC submitted prior to first BUR	Time series from 1990 (for developing countries time series should (optional, not mandatory) go back, at least, to the base year of the NDC and should encompass all years starting from 2020)

³⁶ Another comparison between the scope of information of BURs and BTRs is provided by Dagnet et al (2019), see: <https://www.wri.org/blog/2019/03/insider-building-capacity-implementation-paris-agreements-enhanced-transparency>

	Reporting year	The latest reporting year shall be no more than four years prior to the submission of the BUR (x-4)	For each Party, the latest reporting year shall be no more than two years prior to the submission of its national inventory report (x-2) Flexibility to those developing country Parties that need it to instead have their latest reporting year as three years prior to the submission of their national inventory report (x-3).
	Uncertainty assessment and QA/QC	Encouraged	Mandatory
	Gases	CO ₂ , N ₂ O and CH ₄ mandatory and encouragement to provide information on HFCs, PFCs and SF ₆	Mandatory to report on 7 gases (CO ₂ , N ₂ O, CH ₄ , HFCs, PFCs, SF ₆ and NF ₃). Developing countries can apply flexibility and report only on CO ₂ , N ₂ O and CH ₄ but include other gases within the scope of the NDC or previously reported
	Metrics: Global Warming Potential values	IPCC's 2nd Assessment Report	IPCC's 5th Assessment Report (mandatory)
Information necessary to track progress in implementing and achieving its NDC	Institutional arrangements	Information on institutional arrangements and on the description of domestic MRV arrangements	National circumstances and institutional arrangements relevant to progress made in implementing and achieving its NDC (mandatory).
	Description of NDC	N/A	Mandatory: need to include information on target and description, target year or period, reference point (base year), scope and coverage, use of cooperative approaches (market mechanisms).
	Information necessary to track progress (including the use of appropriate indicators)	N/A	Mandatory
	Mitigation policies and measures	Information in a tabular format on mitigation actions and their effects, including associated methodologies and assumptions	Information on actions, policies and measures that support the implementation and achievement of its NDC, focusing on those that have the most significant impact on GHG emissions or

	Mitigation policies and measures		removals and those impacting key categories in the national GHG inventory. This information shall be presented in narrative and tabular format. Each Party should identify policies and measures that influence GHG emissions from international transport.
	Summary of GHG emissions and removals	N/A	Mandatory only if stand-alone National Inventory Report (NIR) is submitted.
	Projections of GHG emissions and removals	N/A	Mandatory for all parties but encouraged for developing countries that need flexibility.
Climate change impacts and adaptation	National circumstances, institutional arrangements and legal frameworks relevant to adaptation actions	N/A	Parties should provide such information.
	Information on impacts, risks and vulnerabilities	N/A	Parties should provide such information.
	Information on adaptation priorities and barriers	N/A	Parties should provide such information.
	Information on adaptation strategies, policies, plans, goals and actions to integrate adaptation into national policies and strategies	N/A	Parties should provide such information.
	Information on progress on implementation of adaptation	N/A	Parties should provide such information.
	Information on monitoring and evaluation of adaptation actions and processes	N/A	Parties should provide such information.
	Information related to averting, minimizing and addressing loss and damage associated with climate change impacts	N/A	Parties should provide such information.
	Information on cooperation, good practices, experience and lessons learned	N/A	Parties should provide such information.

Support provided and mobilized	Information on financial, technology development and transfer and capacity building support provided and mobilized	N/A	Mandatory for developed countries Other Parties that provide support should provide such information.
Support needed and received	National circumstances, institutional arrangements and country-driven strategies	N/A	Developing countries should provide this information.
	Underlying assumptions, definitions and methodologies	N/A	Developing countries should provide this information.
	Information on financial, technology development and transfer, capacity building support needed	Developing countries should provide this information	Developing countries should provide this information.
	Information on financial, technology development and transfer, and, capacity building support received	Developing countries should provide this information	Developing countries should provide this information.
	Information on support needed and received by developing countries for the preparation of reports	Developing countries should provide information on support needed and received by developed countries for the preparation of the BUR.	Developing countries should provide information on support needed and received for implementation of Article 13 of the Paris Agreement and transparency-related activities, including for transparency-related capacity building.

Source: own compilation based on BUR guidelines (annex III of decision 2/CP.17) and on the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement (Annex to Decision -/CMA.1)

Appendix 5 – Main differences between the review process of BTRs and the ICA for BURs


The following table shows the main differences between the Technical Review Process for BTRs and the ICA process for BURs.

Steps of the analysis (BUR) review (BTR) process	International Consultation and Analysis (ICA) of BURs	Technical Review of BTRs
Technical Analysis (BUR) / Technical Expert Review (BTR)	<p>Scope:</p> <p>Analysis of the completeness and transparency (clarity) of the information submitted</p>	<p>Scope:</p> <p>Review of the consistency of information submitted</p> <p>Consideration of the Party's implementation and achievement of its NDC</p> <p>Consideration of the Party's support provided, if applicable</p> <p>Identification of areas for improvement</p> <p>Assistance in identifying capacity building needs (for developing countries)</p>
	<p>Process shall not:</p> <p>Review appropriateness of a Party's domestic mitigation policies and measures</p>	<p>Process shall not:</p> <p>Make a political judgement</p> <p>Review appropriateness of a Party's NDC or support provided</p> <p>Review the Party's self-determined flexibility</p>
	<p>Information to be considered:</p> <p>National GHG inventory information on mitigation actions</p> <p>Information on domestic MRV</p> <p>Information on support received</p>	<p>Information to be reviewed:</p> <p>National GHG Inventory</p> <p>Information necessary to track progress made in implementing and achieving its NDC</p> <p>Information on financial, technology development and transfer and capacity building support provided to developing country Parties</p>

Technical Analysis (BUR) / Technical Expert Review (BTR)	Format:	Format:
	Centralized review	Centralized review, in-country review, desk review or simplified review
	Composition of Technical Team of Experts (TTE)	Composition of Technical Expert Review Team (TERT)
	Collective expertise should cover all areas of information contained in the BUR.	Collective skills and competencies of the TERT correspond to the information to be reviewed.
	A TTE shall include at least one Consultative Group of Experts (CGE) member.	Balance between experts from developed and developing country Parties.
	The majority of experts comes from Non-Annex I Parties.	Geographical and gender balance
	Geographical balance among the experts selected from Non-Annex I Parties and Annex I Parties. Each TTE shall be co-led by two experts: one from an Annex I Party and another from a Non-Annex I Party.	Two lead reviewers, one from a developed country Party and another from a developing country Party Reviews of BTRs from LDCs and SIDS will be preferably performed by technical experts from LDCs and SIDS.
Outcome:	Outcome:	
Technical Analysis Report with an identification of capacity building needs	Technical Expert Review Report with recommendations for improvement and an analysis of capacity building needs (for developing countries)	
Facilitative, multi-lateral consideration of progress (BTR) / Facilitative Sharing of Views (BUR)	Scope:	Scope:
	Information reported by a Party	Party's efforts under Article 9 of the Paris Agreement and the Party's respective implementation and achievement of its NDC
	Information to be considered:	Information to be considered:
	BUR	BTR
	Technical Analysis Report	Technical Expert Review Report
		Any additional information

Facilitative, multi-lateral consideration of progress (BTR) / Facilitative Sharing of Views (BUR)	<p>Format and steps:</p> <p>A written question and answer phase, where questions may be submitted in written form by any Party to the Party concerned.</p> <p>A working group session phase to take place during Subsidiary Body for Implementation (SBI) sessions open to Parties and Observers where only Parties may ask questions.</p>	<p>Format and steps:</p> <p>A written question and answer phase, where questions may be submitted in written form by any Party to the Party concerned.</p> <p>A working group session phase to take place during Subsidiary Body for Implementation (SBI) sessions open to Parties and Observers where only Parties may ask questions</p>
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Source: own compilation based on ICA guidelines (Annex IV to Decision 2/CP.17 and Decision 20/CP.19) and on the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement (Annex to Decision -/CMA.1)



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