



# Reference Manual for the Enhanced Transparency Framework under the Paris Agreement

Understanding the enhanced transparency framework and its linkages



United Nations  
Climate Change Secretariat



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and its linkages

**Version 2**



**United Nations**  
Climate Change Secretariat

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## Abbreviations and acronyms

<b>A6.4ERs</b>	Article 6, paragraph 4, emission reductions
<b>AFOLU</b>	agriculture, forestry and land use
<b>Annex I Party</b>	Party included in Annex I to the Convention
<b>BTR</b>	biennial transparency report
<b>CGE</b>	Consultative Group of Experts
<b>CH<sub>4</sub></b>	methane
<b>CMA</b>	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
<b>CO<sub>2</sub></b>	carbon dioxide
<b>CO<sub>2</sub> eq</b>	carbon dioxide equivalent
<b>COP</b>	Conference of the Parties
<b>CRT</b>	common reporting table
<b>CTF</b>	common tabular format
<b>ETF</b>	enhanced transparency framework under the Paris Agreement
<b>FMCP</b>	facilitative, multilateral consideration of progress
<b>FMRL</b>	forest management reference level
<b>FREL</b>	forest reference emission level
<b>FRL</b>	forest reference level
<b>FTC</b>	financial, technology development and transfer, and capacity-building
<b>GDP</b>	gross domestic product
<b>GHG</b>	greenhouse gas
<b>GST</b>	global stocktake
<b>HWP</b>	harvested wood products
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>ITMOs</b>	internationally transferred mitigation outcomes
<b>Kyoto Protocol Supplement</b>	2013 Revised Supplementary Methods and Good Practice Guidance Arising from the Kyoto Protocol
<b>LDC</b>	least developed country
<b>LULUCF</b>	land use, land-use change and forestry
<b>MPGs</b>	modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement (decision 18/CMA.1, annex)
<b>MRV</b>	measurement, reporting and verification
<b>N<sub>2</sub>O</b>	nitrous oxide
<b>NDC</b>	nationally determined contribution
<b>NF<sub>3</sub></b>	nitrogen trifluoride
<b>QA/QC</b>	quality assessment/quality control
<b>REDD+</b>	reducing emissions from deforestation; reducing emissions from forest degradation; conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks in developing countries (decision 1/CP.16, para. 70)
<b>SBI</b>	Subsidiary Body for Implementation
<b>SBSTA</b>	Subsidiary Body for Scientific and Technological Advice
<b>SF<sub>6</sub></b>	sulfur hexafluoride
<b>SIDS</b>	small island developing State(s)
<b>Wetlands Supplement</b>	2013 Supplement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories: Wetlands
<b>2006 IPCC Guidelines</b>	2006 IPCC Guidelines for National Greenhouse Gas Inventories
<b>2019 Refinement to the 2006 IPCC Guidelines</b>	2019 Refinement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories





Chapter 1

# INTRODUCTION

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# 1. Introduction

## 1.1 The Paris Agreement

The adoption of the Paris Agreement was a pivotal moment in the global effort to address climate change. For the first time, all Parties were brought together in a common and united purpose based on responses to climate change determined individually at the national level. Parties have been called on to establish NDCs to communicate the domestic and, where applicable, international actions that they intend to take to mitigate climate change, adapt to its effects, and support other countries in their mitigation and adaptation efforts by means of FTC initiatives.

Under the Paris Agreement, processes for tracking national efforts have been established to assess whether countries are meeting their goals and the collective sum of individual contributions is on track to meet the overall purpose and goals of the Agreement, in particular the goal of holding the global average temperature increase to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels.

► *Article 13, para. 3,  
and decision 18/CMA.1,  
annex, para. 3(a)*

Building on the existing reporting and review processes under the Convention, the ETF has been established for reporting and review under the Paris Agreement to ensure the transparency of mitigation and adaptation actions and of support. The ETF is to be implemented in a facilitative, non-intrusive, non-punitive manner that is respectful of national sovereignty, and shall avoid placing undue burden on Parties, recognizing the special circumstances of the LDCs and SIDS.

► *Article 2, para. 2*

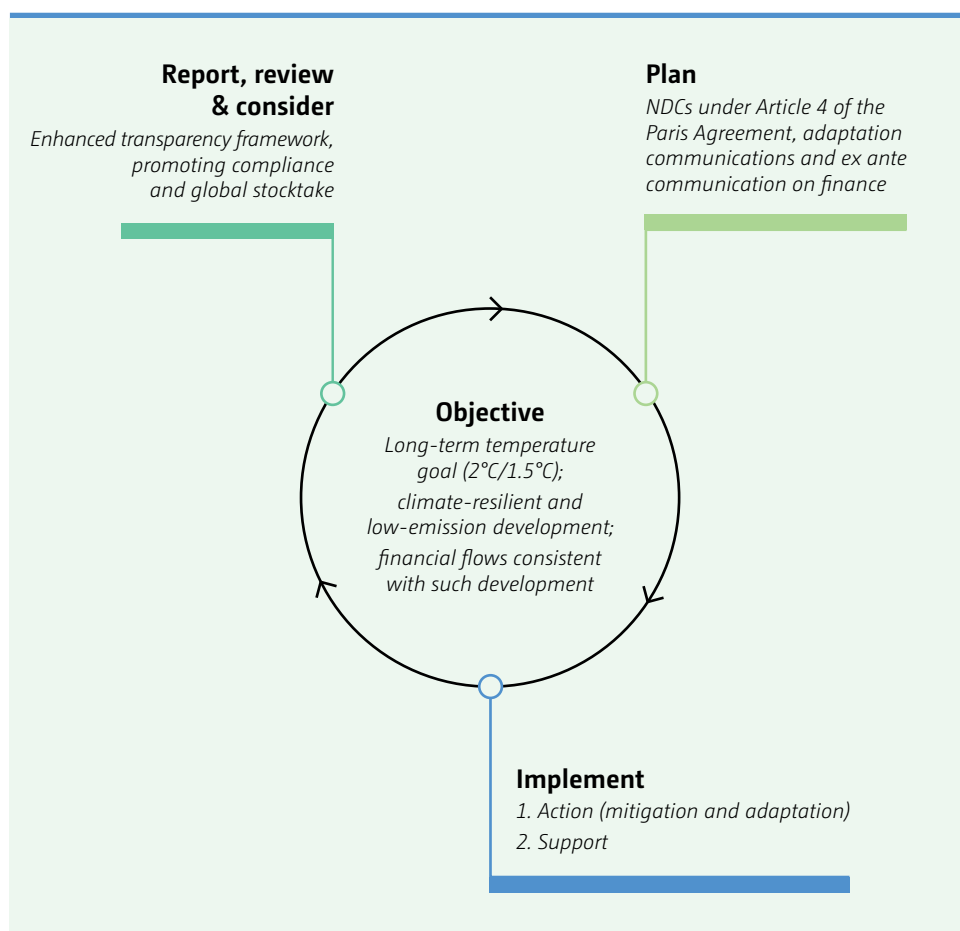
► *Article 13, para. 2*

► *Article 13, paras. 14–15,  
and decision 18/CMA.1,  
annex, para. 9*

Many of the requirements under the ETF are familiar to Parties, particularly developed country Parties, given their experience with MRV under the Convention and its Kyoto Protocol. Building upon such experiences, the ETF introduces new and enhanced reporting and review requirements, particularly for developing country Parties. Importantly, the COP called for the implementation of the Paris Agreement to reflect equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances. These principles were reflected in the design of the ETF and are specifically manifested in provisions, embodied in the MPGs, offering flexibility in meeting the ETF requirements to those developing country Parties that need it in the light of their capacities with a view to enabling all Parties to improve reporting and enhance transparency over time. The ETF should, in turn, encourage greater ambition and action (see figure 1) by facilitating access to information on both progress in implementing and achieving NDCs under Article 4 of the Paris Agreement and FTC support provided and mobilized by developed countries and needed and received by developing countries. The link between enhanced transparency efforts and the receipt of FTC support by developing countries is recognized in the Paris Agreement as well as in the MPGs and decisions agreed in Glasgow.

Figure 1

## Nationally determined contributions and the enhanced transparency framework in the overall cycle of ambition



► Decision 18/CMA.1, annex, paras. 70 and 146(b)

Fundamental innovations under the Paris Agreement include Parties' own determination of their commitments, which allows for a diversity of responses in their NDC; and the discretion offered to countries regarding which relevant indicators they may use to track progress in meeting the goals in their NDCs. This means that Parties may track progress towards similar goals using different indicators, which will introduce new challenges for reviewers when considering the implementation and achievement of Parties' NDCs.

Two fundamental building blocks of the Paris Agreement are the tracking of progress in implementing and achieving NDCs – informed by the accounting approaches selected by Parties – and the broader concept of transparency under Article 13. Neither the Paris Agreement nor subsequent decisions define the key terms “transparency”, “NDC accounting” or “tracking progress”. No attempt to define them is made here either; rather, the terms are described as concepts to help the reader understand the relationship between them.

► Decision 18/CMA.1, annex, paras. 1, 2, 146 and 189

**Transparency** under the Paris Agreement refers to the reporting of information by a Party in its BTR (including information on the national GHG inventory, the accounting approach(es) selected and the indicators used for tracking progress and support



provided and received) and the assessment of that information through a technical expert review and FMCP. Reporting, review and consideration of information submitted contribute to enhance the integrity of the implementation of the Agreement. In addition, transparency is central to the communication of NDCs, in which Parties include information necessary to facilitate the clarity, transparency and understanding of their actions. The provision of clear and understandable data and information in the BTR and the NDC helps to ensure transparency under the ETF.

► *Decision 19/CMA.1,  
paras. 36–37*

Information derived from reporting and review under the ETF serves as input to the GST under Article 14 of the Paris Agreement. The GST is a global, aggregate assessment of progress towards achieving the purpose and long-term goals set out in Article 2 of the Agreement, to be undertaken every five years. During the GST, it will be the task of all Parties to assess whether the collective sum of the diverse national actions is sufficient to meet the goals of the Paris Agreement, and to foster action and support if not.

► *Decision 4/CMA.1, para. 17*

► *Article 13, para. 7(b),  
and decision 18/CMA.1,  
annex, chap. III*

**NDC accounting** refers to the processes, rules and principles applied by Parties in tracking progress in implementing and achieving their NDCs established under Article 4 of the Paris Agreement (see box 1). Parties must account for their NDCs in their BTRs, including in a structured summary, using IPCC methodologies and common metrics. Where this is not possible, they must provide information on the methodology applied.

In their BTRs, Parties are required to report information on the national GHG inventory and information that enables them to **track progress** in implementing their NDCs (e.g. indicators, definitions, methodologies and accounting approaches) and, ultimately, to demonstrate whether they have achieved their NDCs, including any mitigation targets. Indicators for tracking progress may be either quantitative or qualitative, and the selection and reporting of information is guided by the accounting approach(es) applied by the Party.

#### Box 1

### Nationally determined contributions under Article 4 of the Paris Agreement

This manual focuses on transparency under Article 13 of the Paris Agreement, including transparency in relation to NDCs communicated under Article 4. Reference to NDCs in this manual is limited to those communicated under Article 4, it is acknowledged that Article 3 makes a broader reference to NDCs that includes actions related to adaptation, finance, technology transfer, capacity-building and the ETF.

## 1.2 Purpose of this manual

This manual serves primarily as a tool for clarifying the requirements related to the reporting and review of information contained in BTRs and the relevance of that information to Parties' implementation of the Paris Agreement. It offers guidance on decisions of the COP and the CMA that complement such requirements and addresses the roles and processes of the committee to facilitate implementation and promote compliance and of the global stocktake insofar as they relate to the ETF. The manual provides expected timelines for various relevant processes over the next decade, a link to frequently asked questions to help navigate the Paris Agreement, and, where appropriate, references to relevant decisions to facilitate understanding of the legal basis of the Agreement.

This manual may be useful to Parties when preparing their NDCs; reporting information in their BTRs, including on tracking progress in implementing and achieving the communicated NDCs; and engaging in the technical review and FMCP processes. It may also be of use to members of bodies, such as the committee to facilitate implementation and promote compliance, the CGE and other capacity-building providers and trainers under the Paris Agreement. National experts and practitioners from developing country Parties may wish, in addition, to consult the technical handbook produced by the CGE<sup>1</sup>, which is aimed at supporting developing country Parties in preparing for implementation of the ETF.

**Chapter 1** provides an overview of the Paris Agreement and the cycle of ambition, from the communication of NDCs through to the global stocktake. Key terms related to the ETF are introduced and the purpose of the manual is explained.

**Chapter 2** introduces the individual elements of the Paris Agreement: NDCs communication, BTR submission, technical expert review, FMCP and global stocktake. It also introduces the committee to facilitate implementation and promote compliance.

**Chapter 3** synthesizes the requirements of Parties under the ETF, highlighting linkages with NDC communication and accounting. It sets out the areas of the MPGs where flexibility is offered to those developing country Parties that need it in the light of their capacities. The chapter is divided into three sections, which outline the requirements for:

- The communication of the NDC, including the type of information to be included to facilitate clarity, transparency and understanding;
- The provision of information in the BTR that will facilitate transparency and allow tracking of progress in implementing and achieving the NDC, including with the application of flexibility provisions;
- The technical expert review and FMCP.

<sup>1</sup> Available at <https://unfccc.int/process-and-meetings/bodies/constituted-bodies/consultative-group-of-experts-cge/cge-training-materials/enhanced-transparency-framework-technical-material>

**Chapter 4** highlights institutional arrangements related to transparency, including those embedded in the Paris Agreement and those to be established by each country for effective implementation of the ETF.

**Chapter 5** introduces the global stocktake, focusing on its role in the cycle of ambition, and discusses how outputs under the ETF serve as inputs to the global stocktake.

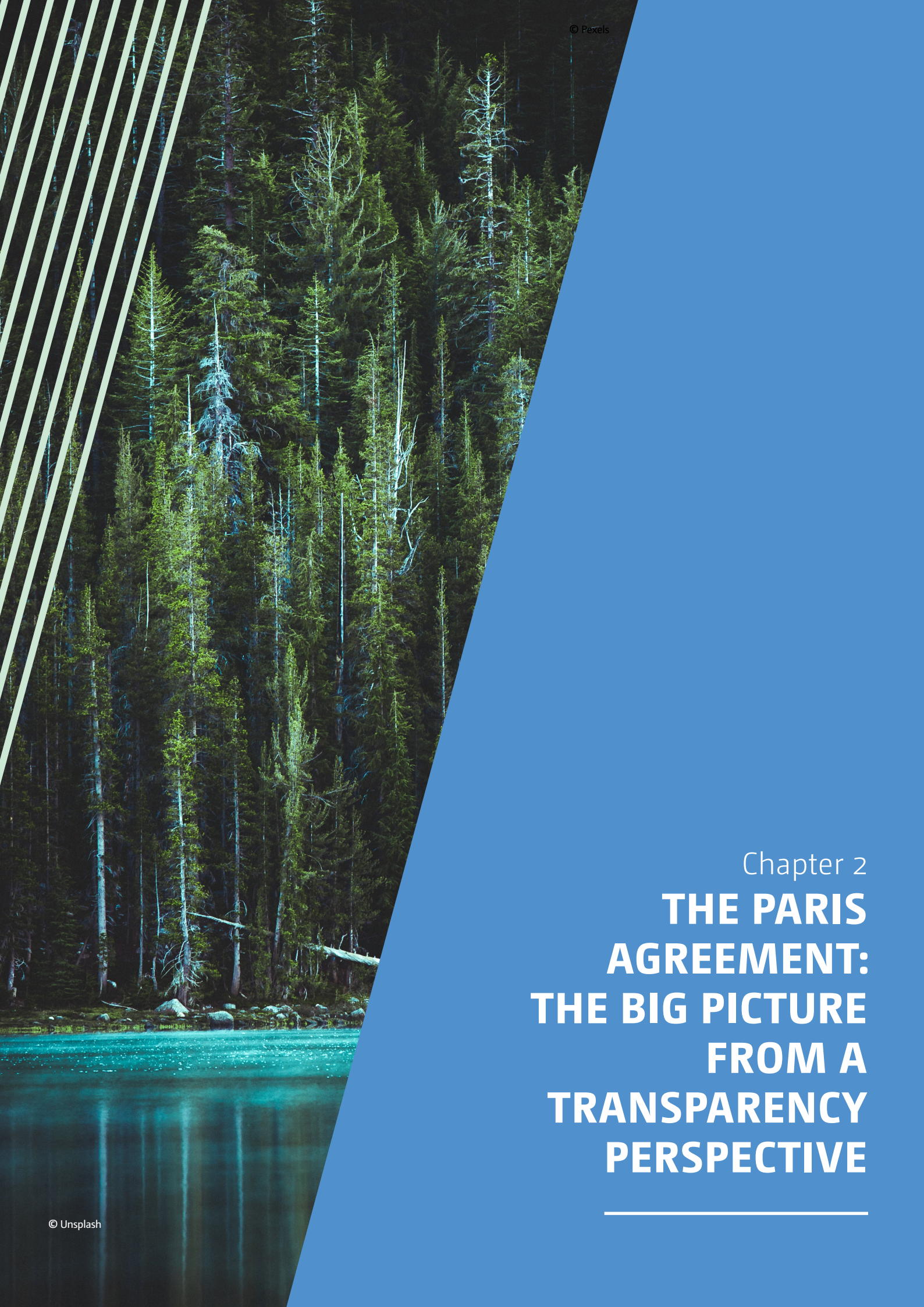
**Chapter 6** examines how Parties may interact with the committee to facilitate implementation and promote compliance, specifically in the context of Article 13 of the Paris Agreement.

The two **annexes** contain frequently asked questions on the operationalization of the ETF (annex I) and references used in this manual (annex II).

This is the second edition of the manual, updated following the conclusion of negotiations on operationalizing the ETF at CMA 3 to encompass the procedures for accounting for activities under Article 6 of the Paris Agreement, the overall structure of the BTR and the CRTs and CTF to be used, including how to present the information therein in a structured summary.







Chapter 2

# **THE PARIS AGREEMENT: THE BIG PICTURE FROM A TRANSPARENCY PERSPECTIVE**

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## 2. The Paris Agreement: the big picture from a transparency perspective

This chapter provides an overview of the Paris Agreement, particularly as it relates to the ETF (and, in turn, the linkages between the ETF and NDCs), the global stocktake and the committee to facilitate implementation and promote compliance. It illustrates how information flows from Parties' NDCs to their BTRs, and then serves as input to the global stocktake. Chapters 3, 5 and 6 cover in greater detail issues related to transparency and accounting, the global stocktake, and the facilitation of implementation and promotion of compliance, respectively.





The adoption of the Paris Agreement by Parties to the Convention in December 2015 was a pivotal moment in the UNFCCC process. All Parties, united by a common goal, agreed to contribute to addressing climate change under a new, long-term and dynamic regime. The Paris Agreement entered into force on 4 November 2016, once it had been ratified by at least 55 Parties accounting for at least 55 per cent of global GHG emissions.<sup>2</sup>

► *Article 2*

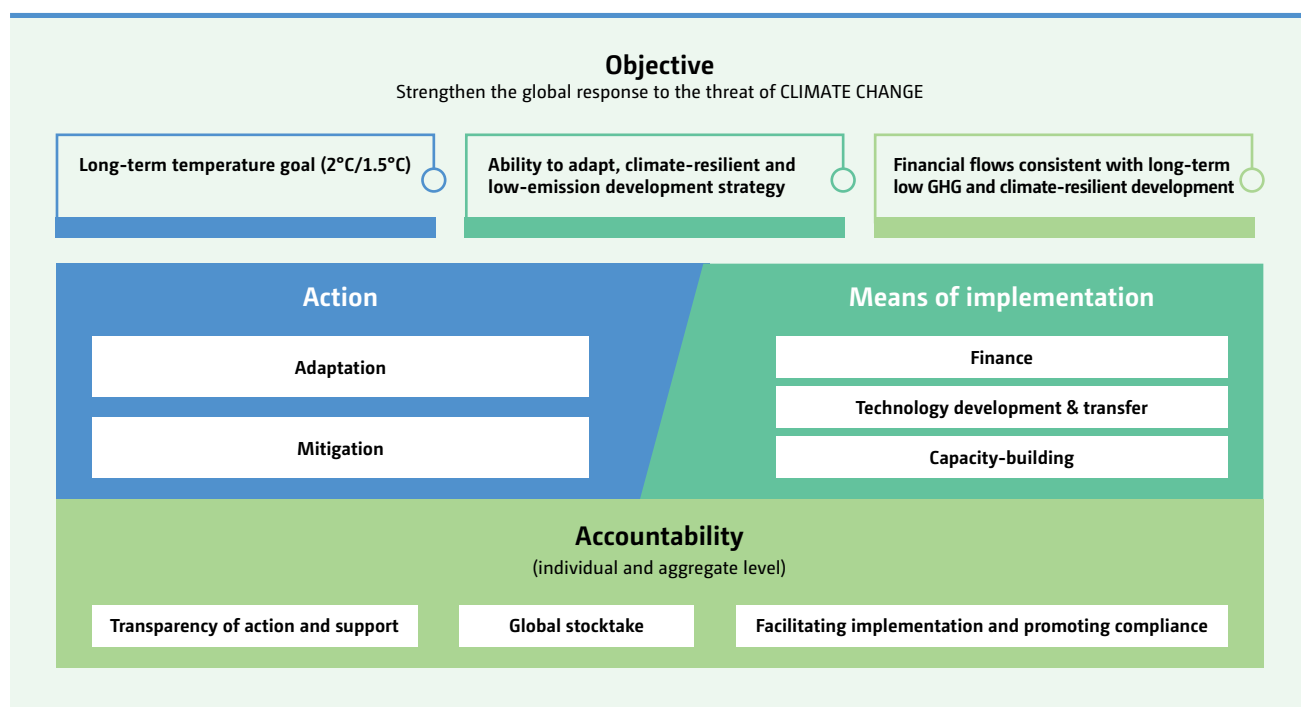
In aiming to enhance implementation of the Convention, one of the primary goals of the Paris Agreement, as set out in its Article 2, is to hold the global average temperature increase to well below 2 °C above pre-industrial levels and pursue efforts to limit the temperature increase to 1.5 °C above pre-industrial levels in order to significantly reduce the risks of climate change. The other goals are to increase countries' abilities to adapt to the adverse impacts of climate change and foster low GHG emission development pathways, and make financial flows consistent with such pathways (see figure 2).

► *Article 2, para. 2*

The Paris Agreement brings together countries with different economic, political and social circumstances. Developed and developing countries, including SIDS and the LDCs, are all committed to ambitiously addressing climate change. Implementation of the Agreement reflects equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.

Figure 2

**The Paris Agreement: the big picture from a transparency perspective**



<sup>2</sup> See <https://unfccc.int/process/the-paris-agreement/status-of-ratification>

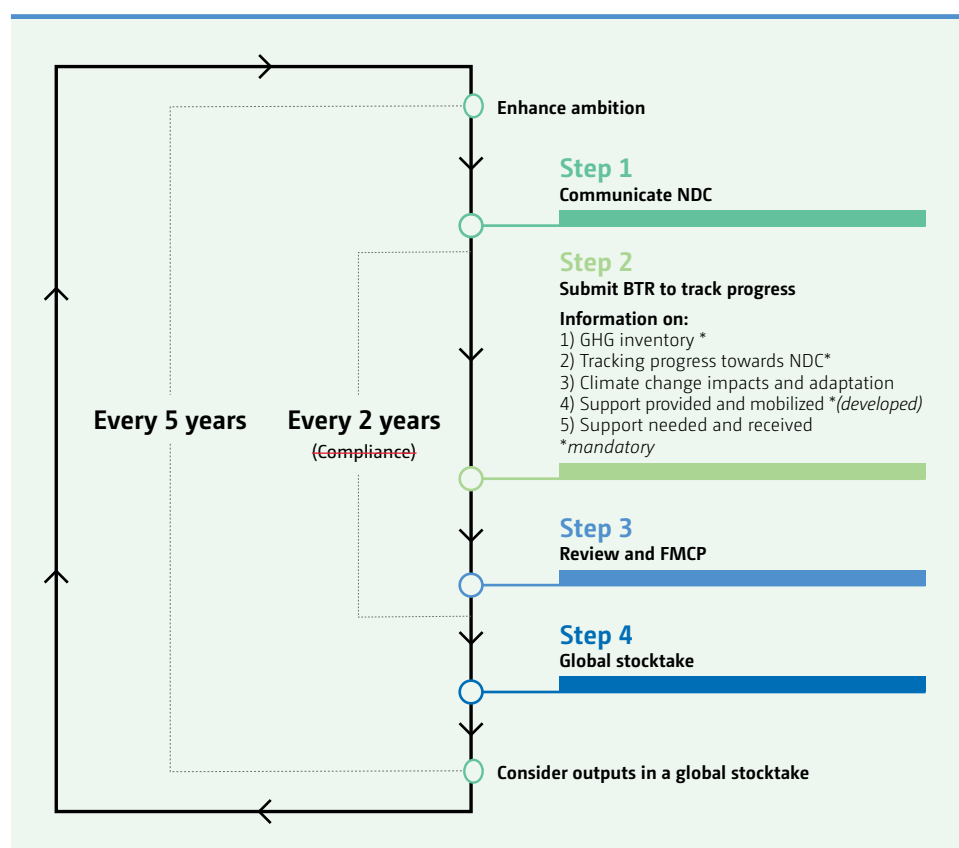
## 2.1 Nationally determined contribution communication and the enhanced transparency framework

To achieve the goals set out in Article 2 of the Paris Agreement, Parties agreed to follow a common set of four steps, as illustrated in figure 3.

► Article 4,  
paras. 2, 3, 8 and 9,  
and decision 4/CMA.1

**Step 1. Communication of NDCs under Article 4.** Under Article 4 of the Paris Agreement, Parties are required to prepare, communicate and maintain successive NDCs (i.e. climate-related goals that they intend to achieve within a certain time frame through policy actions). The Agreement emphasizes that Parties shall pursue domestic mitigation measures to help achieve the NDC and include information that facilitates clarity, transparency and understanding, and be communicated every five years. Each new NDC will represent a progression from the previous one, reflecting the Party's highest possible ambition as well as its differentiated responsibilities and respective capabilities in the light of different national circumstances.

Figure 3  
**Nationally determined contribution accounting under Article 4 of the Paris Agreement**



► *Article 4, paras. 4 and 6*

Each Party defines the nature and scope of its NDC, following the guiding principles whereby developed country Parties should take the lead by setting economy-wide absolute emission reduction targets, while developing country Parties should continue to enhance their mitigation efforts. However, developing country Parties are encouraged to move to economy-wide reduction or limitation commitments over time insofar as their different national circumstances allow. SIDS and the LDCs have the option of developing strategies, plans or actions for low GHG emission development.

► *Article 7, paras. 10-11 and  
Decision 9/CMA.1, para. 3*

The NDC may also serve as a vehicle for the Party to submit an adaptation communication as set out in Article 7, paragraphs 10-11, which may include the Party's priorities, implementation and support needs, plans and actions.

► *Article 13, para. 7, and  
decision 18/CMA.1, paras. 3-4*

**Step 2. Submission of BTRs.** Beginning in December 2024 at the latest, all Parties, except for SIDS and the LDCs which are granted discretion on the timing of their submission, are required to submit a BTR every two years, providing country-specific information on implementation of the Paris Agreement, including, but not limited to, a national GHG inventory<sup>3</sup> and the information necessary to track progress in implementing and achieving their NDC.

► *Article 13, paras. 8-10*

In addition, developed countries shall, and other Parties that provide support should, submit information on FTC support provided and mobilized to developing country Parties in implementing the Paris Agreement. Developing country Parties are encouraged to communicate any support that they need and have received. All Parties should provide information on climate change impacts and adaptation. Developing country Parties that need it in the light of their capacities are provided with specific flexibilities for reporting some of this information (see chap. 3 for further information).

► *Decision 4/CMA.1, para. 17  
and annex II,  
and decision 18/CMA.1, annex,  
paras. 64-79*

The BTR is the vehicle for Parties to report on NDC accounting, including in the structured summary. The specific information to be reported in the BTR depends on the requirements in the NDC accounting guidance and the accounting approach(es) selected by the Party.

► *Article 13, paras. 11-12,  
and decision 18/CMA.1,  
annex, chap. VII*

**Step 3. Technical expert review of the BTR and FMCP.** The review of the information reported by Parties is essential to understanding the collective implementation efforts and is conducted in two stages. First, the information reported in the BTR is assessed by independent experts through a technical expert review process to determine whether it is in accordance with the MPGs. The experts then draft a report with their findings regarding the Party's adherence to the reporting requirements and areas for improvement.

► *Article 13, para. 11,  
and decision 18/CMA.1,  
annex, chap. VIII*

Second, that review report, along with other information provided by the Party, is considered in a Party-led public discussion on the status of implementation of the Paris Agreement in its country, referred to as the FMCP.

The reporting and review of the BTR, along with the FMCP, takes place over a two-year cycle for each Party (see figure 3).

<sup>3</sup> Annex I Parties must continue to report an annual GHG inventory in accordance with decisions 3/CP.5, para. 2, and 1/CP.24, para. 42.

► *Article 14 and  
decision 19/CMA.1*

**Step 4. Global stocktake.** Every five years, Parties will participate in the GST under the CMA. Each GST will take place over approximately one and a half to two years and will involve evaluating implementation of the Paris Agreement by assessing collective progress towards achieving its purpose and long-term goals. The GST is a Party-driven process that includes the participation of non-Party stakeholders. It is designed to technically assess, in an aggregate manner, all inputs related to both mitigation and adaptation reported by Parties, including GHG inventory information, progress in implementing and achieving NDCs and the FTC support, in the light of equity and the best available science. The GST will also involve consideration of efforts, as appropriate, in relation to loss and damage and response.

The GST will not focus on any one individual Party, but will result in the identification of key messages and best practices that will inform all Parties in updating and enhancing, in a nationally determined manner, their actions and support (see chap. 5 for further information).

► *Article 4, para. 9,  
and Article 14, para. 3*

The aim is to use the insights from the GST to inform each Party in developing subsequent NDCs in a progressive manner with a view to increasing ambition, preventing backsliding and enhancing international cooperation for climate action.

## 2.2 Committee to facilitate implementation and promote compliance

► *Article 15 and  
decision 20/CMA.1*

A committee has been established to facilitate implementation of the Paris Agreement and promote compliance with its provisions. The committee to facilitate implementation and promote compliance is available to engage constructively with Parties during all stages of implementation, and a Party may approach the committee with any implementation issues it may be facing. For example, when a Party is unable to meet certain obligations, such as related to the communication of its NDC, submission of its BTR or participation in FMCP, the committee will intervene and provide support to the Party. The committee may also intervene, with the consent of the Party, in cases of significant and persistent inconsistencies with the MPGs (see chap. 6 for further information).





Chapter 3

**ARTICLE 13**

**REPORTING AND**

**ACCOUNTING**

**FOR NATIONALLY**

**DETERMINED**

**CONTRIBUTIONS**

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### 3. Article 13 reporting and accounting for nationally determined contributions

► *Article 4, para. 13, Article 13, paras. 7–10, and decision 4/CMA.1, paras. 6 and 17*

Parties are to provide a significant amount of information in their NDCs and BTRs. While intrinsically linked, the two processes are distinct from one another. In communicating an NDC, Parties provide the information necessary for clarity, transparency and understanding of their commitments. In the BTR, Parties provide information on tracking progress towards their NDC, including emission levels, domestic actions for mitigating and adapting to climate change, and the status of FTC support for mitigation and adaptation activities in the country and ultimately carry out NDC accounting. Together, information in the NDC and BTR provides a full picture of whether and how a Party is meeting its goals.

► *Decision 18/CMA.1, annex, paras. 65–77*

Each Party must identify and report relevant indicators, which may be selected as it deems appropriate, and use a narrative and/or common tabular format, as applicable, to present progress towards implementing and achieving its NDC. The indicators may be quantitative or qualitative and must be relevant to the Party's NDC. The structured summary reported in the BTR is one means for Parties to provide accounting information on their NDC (see section 3.2.2.3). Other information presented in the BTR and some information presented in the NDC is also relevant to NDC accounting.

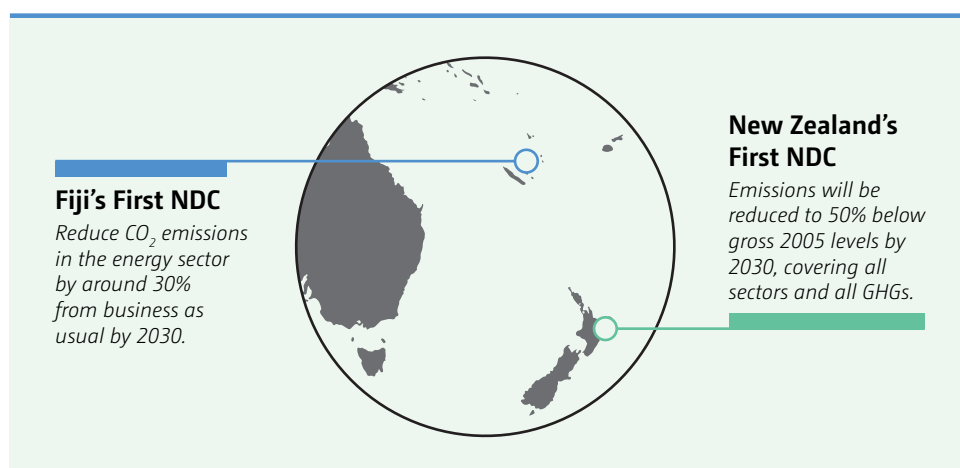


► *Decision 5/CMA.3, annex II*

CMA 3 agreed on the format and content of the structured summary, which is organized into four CTFs: description of selected indicators; definitions needed to understand the NDC; methodologies and accounting approaches; and tracking progress in implementing and achieving the NDC under Article 4 of the Paris Agreement (see table 2).

A national GHG inventory reported by a Party in its BTR will be reviewed and, as such, should be complete and cover all anthropogenic sources and sinks in the country. In contrast, not all emissions and removals necessarily need to be considered in the Party's NDC accounting. NDC accounting is country-specific and driven by, inter alia, the goal(s) and scope of coverage (e.g. gases, sources, sinks) of the NDC and the accounting approaches applied. For instance, in the cases of Fiji<sup>4</sup> and New Zealand,<sup>5</sup> both Parties would report in their NDC a GHG inventory covering all anthropogenic sources of emissions and sinks in accordance with decision 18/CMA.1 (see figure 4). However, when it comes to NDC accounting, Fiji would reflect its goal of reducing CO<sub>2</sub> emissions from the energy sector, while New Zealand would cover all GHG sources and sinks as described in its NDC, in accordance with Article 4 of the Paris Agreement. For both countries, it would be logical to track progress with a GHG indicator given that both countries have an NDC target focused on GHG emissions. However, progress tracking need not be limited to indicators related to GHG emissions; other quantitative or qualitative metrics may also be identified and used by Parties (e.g. the share of renewable energy in the fuel mix).

Figure 4  
**Nationally determined contribution goals communicated by Fiji and New Zealand**



4 Available at <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Fiji%20First/Republic%20of%20Fiji%27s%20Updated%20NDC%2020201.pdf>

5 Available at <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/New%20Zealand%20First/New%20Zealand%20NDC%20November%202021.pdf>

► *Article 4, para. 1,  
and decision 4/CMA.1*

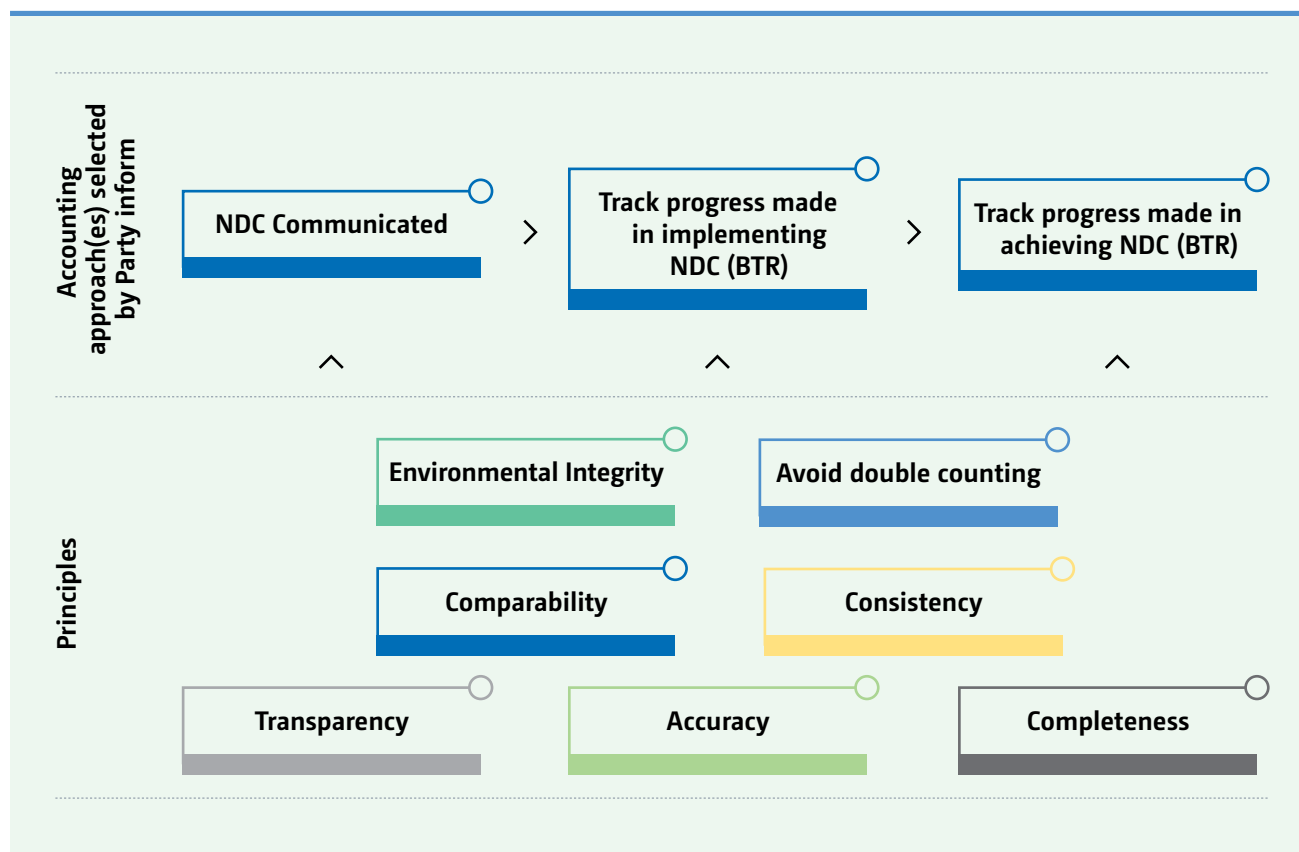
Countries have discretion in defining the scope and nature of the goal(s) in their NDC and choosing indicators they deem relevant to track progress towards implementing and achieving it. The Paris Agreement establishes a framework of principles and requirements for NDC accounting: transparency, accuracy, completeness, consistency and comparability, as well as the promotion of environmental integrity and the avoidance of double counting (see figure 5).

► *Decision  
4/CMA.1, annex II*

Building on these principles, the accounting framework relies on relevant and consistent information being included in both the NDC and the BTR. Specifically, there should be consistency in the information included in the NDC related to the scope and coverage of the sources and sinks of anthropogenic emissions and removals, respectively, and the information in the BTR, including the sources and sinks tracked, the GHG inventory, the IPCC methods applied, the assumptions made and the data sources consulted.

The information reported on the outcomes of a Party's accounting (i.e. whether a Party is making progress in implementing, or has achieved, its NDC) is drawn from that Party's choice of accounting approach(es) and any activities resulting from cooperative approaches under Article 6 of the Paris Agreement, and is guided by the presentation of that information in the structured summary (see section 3.2.3.3).

Figure 5  
**Relationship between tracking progress and accounting of nationally determined contributions**



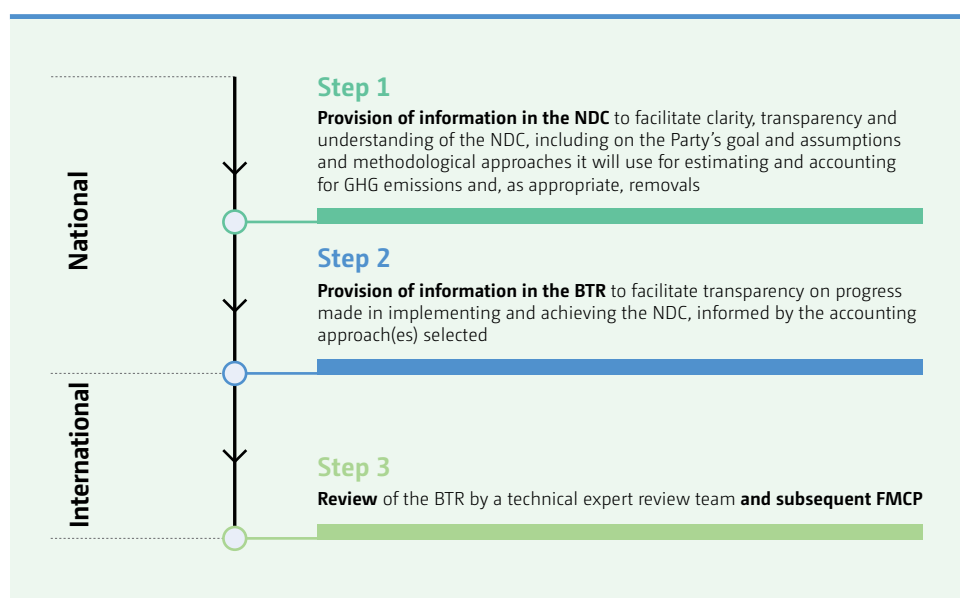
► *Decision 4/CMA.1, annex I, decision 4/CMA.1, para. 17, and decision 18/CMA.1, annex, chaps. VII–VIII*

► *Decision 18/CMA.1, annex, paras. 70 and 146(a)*

Within the NDC accounting framework, the same three NDC accounting steps apply to each Party (see figure 6). In step one, the information necessary to facilitate transparency, clarity and understanding of the NDC is provided. This includes the Party’s goal(s) and the assumptions and methodological approach(es) to be used in estimating GHG emissions and, as appropriate, removals and accounting for its NDC. In step two, information is provided in the BTR to facilitate transparency and track progress towards achieving the NDC, in line with the accounting approach(es) selected in step one. It is also in step two that Parties organize the reported information into a structured summary reflecting the outcomes of their NDC accounting. These first two steps take place at the national level. Step three, the technical expert review of the BTR and FMCP, takes place at the international level.

In summary, the NDC accounting process begins with a Party providing transparent information in its NDC on the contribution it intends to make. Then, on a biennial basis, the Party reports in its BTR information on progress in implementing the NDC. In the first BTR containing information on the end year or end period of its NDC, the Party provides an assessment indicating whether it has achieved the target(s) set for its NDC under Article 4. Information submitted in each BTR, including the BTR containing the Party’s assessment on NDC achievement, is reviewed for consistency with the reporting requirements. Every five years, an NDC is communicated and the process is repeated. The remainder of this chapter provides detailed information on each of the three steps in the process.

Figure 6  
**Steps for accounting for the nationally determined contribution within the enhanced transparency framework**



► *Decision 4/CMA.1, annex I, and decision 18/CMA.1, annex, chaps. III and VII*

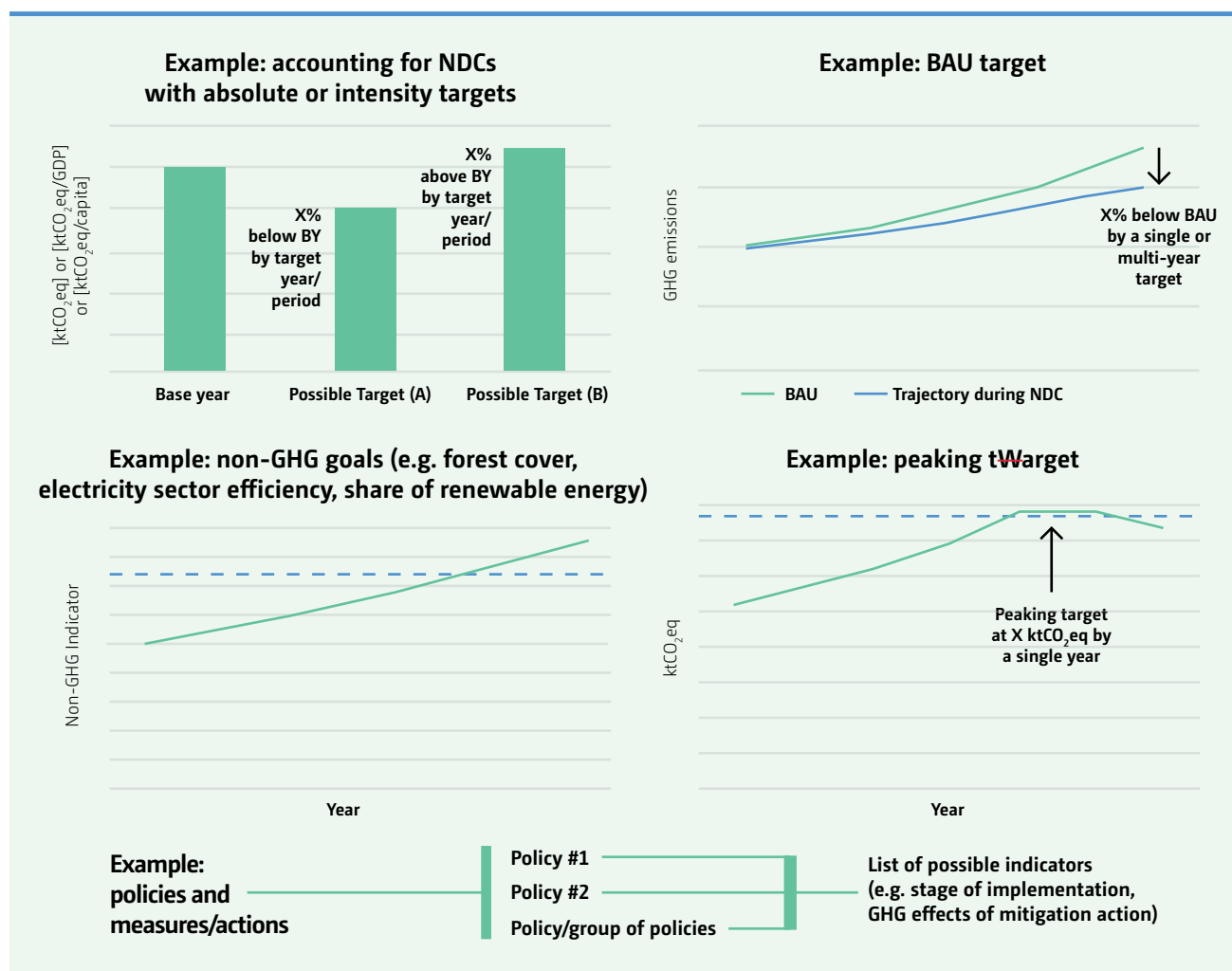
### 3.1 Step 1. Communication of the nationally determined contribution

As NDCs are defined at the national level, they can come in many forms. Some common classifications for the goals set out in NDCs are listed below (see also figure 7).

► Article 4, para. 4

1. **Absolute emission reduction or limitation target relative to a base year.** These targets may be economy-wide or sector-specific. They can reflect a decrease in emissions compared with a base-year or period, or a limitation on emissions. They can also take the form of a target for carbon neutrality. The Paris Agreement specifies that developed country Parties should undertake economy-wide emission reduction targets, while developing country Parties are encouraged to move over time towards economy-wide emission reduction or limitation targets.

Figure 7  
Common types of goal in nationally determined contributions





2. **Emission reduction target below a ‘business as usual’ level.** This type of target involves a Party developing the ‘business as usual’ scenario – across the entire economy or for a single sector – and committing to limiting emissions to a level below that projected under that scenario. The target may reflect a single year or a budget over multiple years.
3. **Intensity target.** These targets are typically framed as limiting emissions to a pre-defined amount of GHG emissions (or carbon or energy) per unit of output (e.g. per GDP unit or per capita).
4. **Peaking target.** A peaking target allows a Party to emit increasing amounts of GHG emissions for a specified period and then peak either at a certain level of emissions or in a certain year. In this context, the country may define what a ‘peak’ is and how it differs from inter-annual variation.
5. **Policies and actions.** In this case, a Party does not necessarily commit to an emission-based target, but rather to implementing one or a series of policies and actions designed to address climate change given the national circumstances (e.g. a low carbon development strategy for urban planning or renewable energy legislation).
6. **Other.** Other targets in NDCs communicated by Parties to date, which in some cases overlap with the ones identified above, include tracking the mitigation co-benefits of adaptation actions and non-GHG targets (e.g. the share of renewables in the energy sector, an increase in forest land area or a specified measure of energy efficiency).

Parties may have several types of goal in their NDC. For example, in the update to its first NDC,<sup>6</sup> China communicated its intentions to (1) have CO<sub>2</sub> emissions peak before 2030 and achieve carbon neutrality before 2060; (2) lower CO<sub>2</sub> emissions per unit of GDP by over 65 per cent compared with the 2005 level; (3) increase the share of non-fossil fuels in primary energy consumption to around 25 per cent; (4) increase the forest stock volume by 6 billion cubic meters from the 2005 level; and (5) bring its total installed capacity of wind and solar power to over 1.2 billion kilowatts by 2030.

Alternatively, a Party may agree unconditionally to adopt a set of policies and measures that address climate change at the national level, while agreeing to implement other domestic programmes upon receipt of adequate funding.

Regardless of the goals chosen, a Party must account for its NDC under Article 4.

► Article 4, para 8

To understand how a Party is progressing in implementing and achieving its NDC, the goal(s) comprising the NDC and how the Party intends to track progress must be made clear. The credibility of NDC accounting and of the ETF regime more broadly is founded on the provision by Parties of information that facilitates clarity, transparency and understanding of their NDC.

<sup>6</sup> Available at <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/China%20First/China%E2%80%99s%20Achievements,%20New%20Goals%20and%20New%20Measures%20for%20Nationally%20Determined%20Contributions.pdf>

► *Decision 4/CMA.1, para. 7*

The information deemed necessary to facilitate clarity, transparency and understanding will differ according to the types of target and goal constituting the NDC and also the national circumstances of the Party. Although Parties have been strongly encouraged to include such information in any NDC communicated or updated as of 2020, it must, in any case, be reported as of a Party's second NDC.

► *Decision 4/CMA.1, annex I*

Figure 8 illustrates the broad categories of information that must be provided in the NDC, as applicable, to facilitate clarity, transparency and understanding. All Parties, regardless of whether they have emission-based goals or not, must provide this information. As already noted, some NDCs contain more than one goal. The seven categories of information shown in figure 8 should be reported for each goal. Some of the details provided as information to facilitate clarity, transparency and understanding (e.g. planning processes and how the NDC contributes towards achieving the objective of the Convention) may be common to more than one goal in the NDC and may be described accordingly, whereas other details, such as reference points, time frames, assumptions and methodological approaches, may be unique to individual goals.

► *Decision 4/CMA.1, annex I*

Figure 8  
**Type of information to be included for each goal in nationally determined contributions**

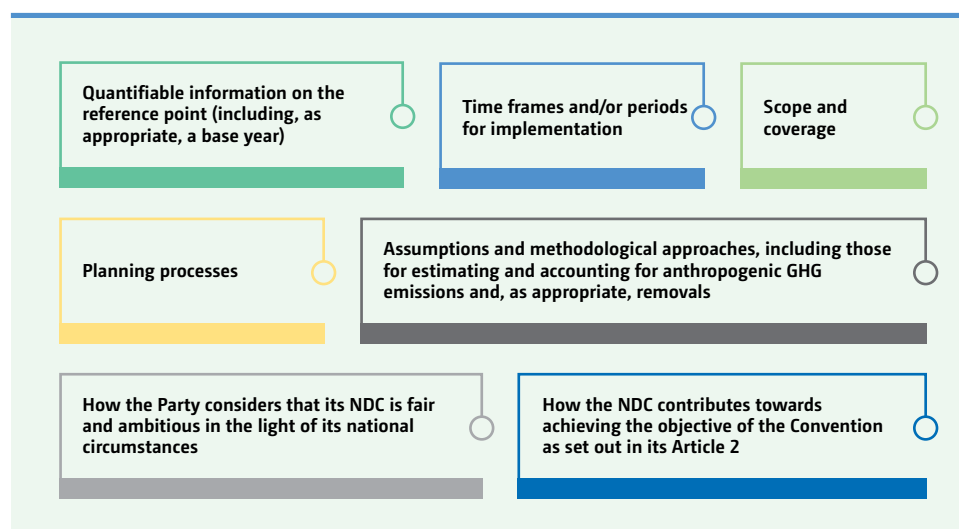


Table 1 explores the types of information that Parties could consider including in their NDC. The examples are indicative of the types of information included in existing NDCs and should not be seen as prescriptive or in any way limiting the discretion of Parties. The first two columns are extracted from the relevant provisions in annex I to decision 4/CMA.1. The third and final column provides further guidance on the types of information that might be considered. Parties should consider each provision and may choose to take note of, or explain in the NDC, cases where the information required is not applicable owing to the type of goal(s) in the communicated NDC.

See box 2 for some tips for Parties to consider when providing information in the NDC.

Table 1

**Specific information to be communicated in nationally determined contributions, as applicable, to ensure clarity, transparency and understanding**

Reference in decision 4/CMA.1, annex I	Information provided for clarity, transparency and understanding of NDCs	Explanation of the type of information to be provided, together with NDC, when applicable
Paragraphs 1(a), 1(b), 1(d) and 2(b)	Reference year(s), base year(s), reference period(s) or other starting point(s); quantifiable information on the reference indicators and their values in the selected start year(s) and target year(s), including whether this refers to a single-year or multi-year target; and indication of the target relative to the reference indicator.	Provide the start year(s) and target years(s), including whether the target will be achieved in a single year or the Party has a budget over multiple years. Provide answers to the following questions, as applicable: what is the overall goal compared with the start year (e.g. X per cent below the 1990 level by 2035 on an absolute basis, renewable energy target by 2030)? Is the indicator intensity-based? Is the goal an absolute reduction? Is the action related to technology uptake?
Paragraphs 1(e), 1(f) and 5(f)(i)	Information on the sources of data used in quantifying reference point(s) and indicators, and on the circumstances under which the Party may update the values of those reference indicators.	Provide information on how reference indicators, baseline(s) and/or reference level(s), including sector-, category- or activity-specific reference levels, are constructed, including, for example, key parameters, assumptions, definitions, methodologies, data sources and models used. Provide relevant references for any data and assumptions applied, and state what, if anything, could trigger an update to those values (e.g. the 1990 emission level in the GHG has been updated to reflect more accurate data).
Paragraph 1(c)	For strategies, plans and actions referred to in Article 4, paragraph 6, of the Paris Agreement, or policies and measures as components of NDCs where decision 4/CMA.1, annex I, paragraph 1(b), is not applicable, Parties are to provide other relevant information.	The LDCs and SIDS could describe their strategies, plans and actions for low GHG emission development. Where provision of quantifiable information on reference indicators is not applicable to a Party's communicated NDC, it could provide other qualitative information related to the goal(s) (e.g. a narrative description of intended actions, milestones and drivers).
Paragraph 2(a)	Time frame and/or period for implementation, including start and end date and whether the target is for a single year or multiple years.	Indicate the period of implementation of the NDC, noting that Parties are encouraged to apply a five-year time frame.
Paragraph 3(a–b)	General description of the target(s), including sectors, gases, categories and pools covered.	Provide information on the gases (i.e. CO <sub>2</sub> , CH <sub>4</sub> , N <sub>2</sub> O, hydrofluorocarbons, perfluorocarbons, SF <sub>6</sub> and/or NF <sub>3</sub> ), sectors and categories covered using the IPCC category classification as defined in the CRTs.
Paragraph 3(c)	How the Party considered paragraph 31(c–d) of decision 1/CP.21.	If not all categories or gases have been included, provide an explanation as to why certain sources, sinks or gases have been excluded. Recognizing that Parties are to continue including previously covered categories and gases in their NDCs, provide an explanation for any category or gas that was previously reported but is no longer reported.
Paragraphs 3(d) and 4(d)	Mitigation co-benefits resulting from Parties' adaptation actions and/or economic diversification plans, including descriptions of specific projects, measures and initiatives of Parties' adaptation actions and/or economic diversification plans, and how the economic and social consequences of response measures were considered.	Quantitative and/or qualitative information could be provided on the mitigation co-benefits of other actions. Information provided could cover, but need not be limited to (1) key sectors such as energy, water resources, coastal resources, human settlements and urban planning, agriculture and forestry, and (2) economic diversification actions, which may cover, but are not limited to, sectors such as manufacturing and industry, energy and mining, transport and communication, construction, tourism, real estate, agriculture and fisheries.

Table 1 (continued)

**Specific information to be communicated in the nationally determined contribution, as applicable, to ensure clarity, transparency and understanding**

Reference in decision 4/CMA.1, annex I	Information provided for clarity, transparency and understanding of NDCs	Explanation of the type of information to be provided, together with NDC, when applicable
Paragraph 4(a)	Information on the planning processes to prepare the NDC.	Information could include domestic institutional arrangements (e.g. the institutions, actors and procedures involved), national circumstances affecting those arrangements (e.g. geography, national priorities) and other contextual information the Party deems relevant.
Paragraph 4(b)	Specific information applicable to Parties, including regional economic integration organizations and their member States, that have reached an agreement to act jointly under Article 4, paragraph 2, of the Paris Agreement.	If a Party has entered into formal arrangements with another Party to the Paris Agreement, it should notify the secretariat at the time it submits its NDC (Article 4, para. 16) and describe the arrangements with the other Party and its obligation under those arrangements.
Paragraph 4(c)	How the Party's preparation of its NDC has been informed by the outcomes of the global stocktake.	The global stocktake will result in a CMA decision and/or declaration that will reference the thematic summary reports and a factual cross-cutting synthesis report from the technical assessment component of the stocktake. The decision and/or declaration will identify opportunities and challenges for enhancing action and support, as well as possible measures and good practices, including for international cooperation. Parties could describe how they have considered these outputs.
Paragraph 5(a–f)	Assumptions and methodological approaches used for accounting for GHG emissions and removals and/or policies, measures and strategies.	<p>Parties using IPCC guidelines could describe:</p> <ul style="list-style-type: none"> <li>(a) The use of the relevant IPCC guidelines (i.e. methods, metrics, assumptions for specific categories and gases);</li> <li>(b) The treatment of LULUCF (e.g. natural disturbances, the age–class structure of forests, whether accounting will be land-based or activity-based);</li> <li>(c) The parameters, assumptions, methods, definitions and data sources related to the development of reference indicators, drivers, base years, target years, baseline construction and triggers for making adjustments to any factors;</li> <li>(d) How they have taken into account transparency, accuracy, completeness, consistency and comparability, promoted environmental integrity and avoided double counting (Article 4, paras. 13–14, of the Paris Agreement);</li> <li>(e) If applicable, the financial, technological and/or capacity-building support needed to implement the intended goal(s).</li> </ul> <p>Parties with a non-GHG component of the NDC or gases not included under IPCC guidelines could provide:</p> <ul style="list-style-type: none"> <li>(a) Information on assumptions and methodological approaches used in relation to such components;</li> <li>(b) If applicable, financial, technological and/or capacity-building support needed to implement the intended goal(s).</li> </ul>
Paragraph 5(g)	Intention to use voluntary cooperation under Article 6 of the Paris Agreement, if applicable.	If the Party intends to enter (or has already entered) into an agreement to use voluntary cooperation, further information on the assumptions and approaches and the Parties concerned could be provided.



Table 1 (continued)

**Specific information to be communicated in the nationally determined contribution, as applicable, to ensure clarity, transparency and understanding**

Reference in decision 4/CMA.1, annex I	Information provided for clarity, transparency and understanding of NDCs	Explanation of the type of information to be provided, together with NDC, when applicable
Paragraph 6(a–b)	How the Party considers that its NDC is fair and ambitious in the light of its national circumstances, reflecting on equity.	As Parties will be guided by national circumstances, the narrative provided here will be country-specific, but a Party could describe how it defines “fair” and “ambitious” in this context, taking into account equity.
Paragraph 6(c)	How the Party has addressed Article 4, paragraph 3, of the Paris Agreement.	Describe how the current NDC constitutes a progression beyond previous NDCs and reflects the Party’s highest possible ambition, in turn reflecting national circumstances. The description could include quantitative elements (e.g. the GHG emissions target is X per cent more ambitious than the previous NDC target) and qualitative elements (e.g. information related to policies and measures, national circumstances, and FTC support needed and received to date).
Paragraph 6(d)	How the Party has addressed Article 4, paragraph 4, of the Paris Agreement.	Developed country Parties could refer to their economy-wide absolute target and if they do not have such a target, give the reason(s) for this. Developing country Parties could explain how their mitigation actions have been enhanced since previous actions and, where applicable, explain how their actions are moving towards an economy-wide emission limitation or reduction target. The Party may reflect on relevant national circumstances here.
Paragraph 6(e)	How the Party has addressed Article 4, paragraph 6, of the Paris Agreement.	The LDCs and SIDS could refer to their preparation of strategies, plans and actions for low GHG emission development strategies.
Paragraph 7(a–b)	How the NDC contributes towards achieving the objective of the Convention as set out in its Article 2 and the goals under Article 2, paragraph 1(a), and Article 4, paragraph 1, of the Paris Agreement.	<p>In relation to Article 2 of the Convention, Parties could detail how their NDC contributes to the stabilization of GHG concentrations in the atmosphere at a level that would prevent dangerous interference with the climate system, national GHG emissions and removals in the target year or period, shifting of the estimated peaking year, or longer-term low GHG emission development strategies and plans.</p> <p>In relation to Article 4, paragraph 1, of the Paris Agreement, Parties could describe how their NDC contributes to the goal of holding the global average temperature increase to well below 2 °C above pre-industrial levels and pursue efforts to limit that increase to 1.5 °C. The discussion could, for example, be framed in the context of contributing to global peaking of emissions as soon as possible, with strong reductions thereafter, taking into account national circumstances.</p>

Box 2

**Tips for Parties for providing information in the nationally determined contribution to facilitate clarity, transparency and understanding**

- Clearly identify the goal(s) and provide the necessary information from decision 4/CMA.1, annex I, for each goal in the NDC. For examples of NDCs communicated with the specific provisions of 4/CMA.1, annex I, highlighted, refer to the updated first NDCs of Jamaica, Norway, and Singapore<sup>a</sup> which were submitted in 2020.
- When developing the NDC, consider how the progress of implementation will be tracked and reported to ensure transparency and consistency of information between the NDC and the BTR. Consider, for example, what will be the indicators. In the case of LULUCF activities, is accounting land-based or activity-based, and will net emissions and removals be accounted using net-net accounting, gross-net accounting or some alternative method?
- While recognizing that the NDC itself is not reviewed, transparency would be enhanced if the Party communicates in the NDC why certain required information is not deemed applicable to the chosen goals in its NDC.

<sup>a</sup> Available at the NDC Registry: <https://www4.unfccc.int/sites/NDCStaging/Pages/All.aspx>

► Decision 4/CMA.1, annex I, para. 5, and annex II, para. 1, decision 18/CMA.1, annex, para. 20, and decision 5/CMA.3, para 28

**3.1.1 Accounting guidance and the Intergovernmental Panel on Climate Change methodologies: sector-level considerations on land use, land-use change and forestry**

The information necessary to facilitate clarity, transparency and understanding provided in the NDC is to reflect the sectors, gases, categories and carbon pools that the Party elects to include in its goal or target under Article 4. It shall include assumptions and methodological approaches used for estimating and accounting for GHG emissions and removals for these sectors, gases, categories and pools, as appropriate. Accounting for GHG emissions and removals shall be in accordance with the methodologies and common metrics adopted by the CMA. The CMA adopted the 2006 IPCC Guidelines as the guidelines for Parties to use in developing their national GHG inventories. Parties are also encouraged to use the Wetlands Supplement. The 2019 Refinement to the 2006 IPCC Guidelines was adopted and accepted during the forty-ninth session of the IPCC in May 2019, but, at the time of drafting of this manual, it had not been agreed upon by the CMA. Nevertheless, in 2021 the CMA noted that Parties may use the 2019 Refinement to the 2006 IPCC Guidelines on a voluntary basis.

Careful consideration by the Party at this stage of the specific methods (e.g. tiers from the 2006 IPCC Guidelines) that will be applied in estimating GHG emissions and removals for categories in the NDC, and whether the requisite data are available to estimate these emissions and removals, can help promote consistency in the application of methods over the implementation period of the NDC.

► *Decision 1/CP.16, para. 70*

► *Decisions 9–15/CP.19*

Land use plays an important role under the Paris Agreement, with Article 5 encouraging all Parties to conserve, and enhance, as appropriate, sinks and reservoirs of GHGs as referred to in Article 4, paragraph 1(d), of the Convention, including forests. Many countries have experience in reporting emissions and removals from LULUCF through existing practices under the Convention and its Kyoto Protocol. For example, most developed country Parties are currently required to report specific activities under Article 3, paragraphs 3–4, of the Kyoto Protocol (afforestation, deforestation and forest management, and, if elected, cropland management, grazing land management, revegetation and/or wetland drainage and rewetting). At the same time, under the Convention, many developing country Parties voluntarily undertake REDD+ activities.

► *Decision 4/CMA.1, annex II, para. 1(e–f)*

Table 1 outlined the types of information necessary to facilitate clarity, transparency and understanding that could be included in the NDC with respect to contributions, including the LULUCF contribution. As with other sectors, the information required for accounting for the contribution from LULUCF should be taken into careful consideration during the drafting of the NDC to help facilitate consistency across activities communicated in the NDC and the tracking of progress in implementing and achieving the NDC. In particular, Parties shall, as applicable, communicate in the NDC the accounting approach(es) and requisite data availability for accounting for emissions and subsequent removals from natural disturbances on managed lands and for accounting for emissions from HWP, as well as communicate how the effects of age–class structure in forests are considered. For REDD+ activities, the established technical assessment processes for FRL/FRELS and for measuring, reporting and verifying REDD+ results under the Warsaw Framework for REDD+, which were agreed under the Convention and recognized in Article 5, paragraph 2, of the Paris Agreement, will continue to apply (see Table 2). In this context, any FRLs and/or FRELS the Party has calculated could be communicated, maintaining, where appropriate, consistency among the various reports (i.e. the FRL/FREL, the NDC and the GHG inventory). Some possible approaches to accounting for the LULUCF contribution are included in box 3.

► *Decision 13/CP.19 and decision 14/CP.19*

Providing the type of information discussed above (i.e. data, sources, methods, approaches, assumptions, etc.) for each sector, category, gas and pool included in the NDC enhances the transparency of the NDC and enables Parties, technical expert review teams and any other interested stakeholders to better understand how methodological consistency has been assured between the NDC and the BTR.



### Box 3

## Examples of approaches to account for the contribution from the land use, land-use change and forestry sector

The Paris Agreement does not define specific accounting rules for determining the contribution from LULUCF. The principles set out in Article 4, paragraph 13 – that Parties shall promote environmental integrity, transparency, accuracy, completeness, comparability and consistency, and avoid double counting – apply to the LULUCF contribution too. The provisions in decision 4/CMA.1 apply to all actions in the NDC communicated under Article 4. The guidance contained in annex II to the aforementioned decision identifies requirements related to the accounting of natural disturbances, HWP and the effects of age-class structure, as appropriate. Given that the transparency-related arrangements under the Convention are built on under the ETF, some accounting concepts under the current MRV system under the Convention and its Kyoto Protocol may be relevant to and applied by Parties in the NDCs, as set out below.

### Land-based versus activity-based accounting

A **land-based approach** to accounting would take as its starting point the total carbon stock changes in applicable carbon pools on the applicable land areas included in the NDC. GHG inventory reporting under the Convention and the ETF is based on a land-based approach.

An **activity-based approach** entails estimating the impact of determined activities on carbon stock changes, considering only the land areas attributable to these activities. Annex I Parties reporting under the Kyoto Protocol use an activity-based approach. Parties reporting on REDD+ activities also use an activity-based approach in their reporting. A hierarchy of activity needs to be established to avoid double counting of some activities. The difference between a land-based and an activity-based system lies in how covered areas are identified and also in the associated land- or activity-specific accounting rules.

### Harvested wood products

Much of the wood that is harvested from forest land, cropland and other types of land use remains in products for differing lengths of time. The IPCC guidelines provide guidance on how to estimate and report the contribution of these HWP to annual CO<sub>2</sub> emissions/removals from countries. The 2006 IPCC Guidelines considered four approaches, known as the stock-change, production, atmospheric flow and simple-decay approaches, to reporting emissions and removals from HWP. The differences between these approaches lie in their conceptual frameworks and the system boundaries applied

for calculations. Illustrations of the system boundaries of the four approaches are included in annex 12.A to the 2019 Refinement to the 2006 IPCC Guidelines.

As part of the ETF, Parties that account for emissions and removals from HWP shall provide detailed information on which IPCC approach has been used to estimate emissions and removals. In addition, in application of paragraph 56 of the annex to decision 18/CMA.1, Parties using an approach to reporting emissions and removals from HWP other than the production approach in accordance with IPCC guidance shall also provide supplementary information on emissions and removals from HWP estimated using the production approach. The production approach involves estimating changes in carbon stocks in the HWP pool consisting of products made from wood harvested in a country. The HWP pool thus consists of all products made from wood that is harvested domestically, that is those products that are consumed domestically and also those products that are exported and used in other countries.

### Natural disturbances

Natural disturbances in the context of the AFOLU sector are non-anthropogenic events or non-anthropogenic circumstances that cause significant emissions and are beyond the control of and not materially influenced by a country. These include wildfires, insect and disease infestations, extreme weather events and/or geological disturbances beyond the control of and not materially influenced by a country.

Under the ETF, Parties that decide to address emissions and subsequent removals from natural disturbances on managed lands shall provide detailed information on the approach used and how it is consistent with relevant IPCC guidance, as appropriate, or indicate the relevant section of the national GHG inventory report containing that information. To do so, Parties can for instance build on methods presented in the Kyoto Protocol Supplement or in the 2019 Refinement to the 2006 IPCC Guidelines.

Under the second commitment period of the Kyoto Protocol, Parties could exclude emissions from natural disturbances for forest management or for afforestation and reforestation (or both) above the background level in years for which the emissions resulting from natural disturbances exceed a background level plus a margin. Conditions to use that provision and methods for addressing natural disturbances

on managed land were presented in detail in section 2.3.9 of the Kyoto Protocol Supplement. Section 2.6.4 of volume 4, chapter 2, of the 2019 Refinement to the 2006 IPCC Guidelines also presents an optional approach for reporting emissions and removals from natural disturbances. It provides guidance on how emissions and subsequent removals from natural disturbances on managed lands can be reported separately and thus excluded from accounting.

### Effects of age-class structure

Forest management practices and disturbances can have an impact on emissions and removals from forests over several decades. In other words, past practices and disturbances over several decades have a significant influence over current emissions and removals from forests. This is mediated by

the slowly evolving age-class structure of a forest landscape. Under the ETF, Parties that address the effects of age-class structure in forests shall provide detailed information on the approach used and how this is consistent with relevant IPCC guidance, as appropriate.

One option is to use a projected FMRL. This concept was introduced during the second commitment period of the Kyoto Protocol for forest management and could also be used in the context of REDD+ forest reference (emission) levels. The projected FMRL should be estimated taking into account the forest age-class structure, which allows the dynamic effects of age structure resulting from activities prior to 1 January 1990 to be factored out of the accounting for forest management in line with annex II to decision 2/CMP.8.

### 3.1.2 Article 6 of the Paris Agreement and accounting for nationally determined contributions

Article 6 recognizes that some Parties may choose to pursue voluntary cooperation with other Parties in implementing their NDC to allow for higher ambition in their mitigation and adaptation activities and to promote sustainable development and environmental integrity. Such voluntary cooperation can take three forms:

► *Article 6, paras. 2, 4 and 8*

1. Voluntary approaches that involve the use of internationally transferred mitigation outcomes (Article 6, para. 2);
2. Use of a mechanism to contribute to the mitigation of GHG emissions and support sustainable development (Article 6, para. 4);
3. Non-market approaches (Article 6, para. 8).

► *Article 6, para. 2*

► *Decisions 2/CMA.3, 3/CMA.3 and 4/CMA.3*

The Paris Agreement states that Parties shall apply robust accounting when engaging in cooperative approaches that involve the use of internationally transferred mitigation outcomes towards an NDC to ensure, inter alia, the avoidance of double counting. CMA 3 discussed matters relating to Article 6 and adopted guidance on cooperative approaches referred to in Article 6, paragraph 2; rules, modalities and procedures for the mechanism established by Article 6, paragraph 4; and a work programme under the framework for non-market approaches referred to in Article 6, paragraph 8.

► *Decision 2/CMA.3, annex, paras. 7–10*

Each Party participating in cooperative approaches under Article 6, paragraph 2, that involve the use of ITMOs (including authorized A6.4ERs) shall apply corresponding adjustments in a manner that ensures transparency, accuracy, completeness, comparability and consistency, and those adjustments shall be representative of and consistent with the Party's NDC implementation and achievement. Methods for the application of corresponding adjustments, according to whether the participating Party has a single-year or a multi-year NDC and the metrics chosen (either t CO<sub>2</sub> eq or non-GHG), were also adopted by CMA 3.

► *Decision 2/CMA.3,  
annex, paras. 18–24*

Guidance on cooperative approaches encompasses specific accounting, reporting and review arrangements to be conducted in the context of Article 6. In terms of reporting, these arrangements include the submission of an initial report, annual information and regular information. The initial report shall include information describing the cooperative approach; communicating the ITMO metrics and methods for applying corresponding adjustments; and quantifying the Party's mitigation information in its NDC in t CO<sub>2</sub> eq, including the sectors, sources, GHGs and time periods covered by the NDC. The annual information shall include information on ITMOs (e.g. authorizations, transfers, cancellations). Finally, the regular information shall include, as an annex to each Party's BTR, information related to the Party's participation in cooperative approaches, including, but not limited to, how corresponding adjustments ensure that double counting is avoided; how each cooperative approach contributes to the mitigation of GHGs and the implementation of the Party's NDC; how the Party ensures environmental integrity; an explanation of metric conversions methods; and how the Party has ensured that ITMOs used will not be further transferred, cancelled or otherwise used.

Adherence to the reporting requirements under Article 6 is monitored through a dedicated review process, which consists of a centralized or desk review of the consistency of the information submitted by the Party. The report of the Article 6 technical expert review team is then considered as part of the technical expert review process established under the ETF.

### 3.2 Step 2. Provision of information in the biennial transparency report to facilitate transparency and track progress in implementing and achieving the nationally determined contribution

The BTR is a key component under the ETF and has two main functions:

**To facilitate transparency.** The BTR is the primary vehicle for the Party to transparently communicate information on its participation in and contribution to national, regional and global efforts to mitigate and adapt to climate change under the Paris Agreement. It is also where developed countries and other countries that provide support communicate the FTC support that they have provided and mobilized, and developing country Parties communicate their needs in those areas and the support they have received;

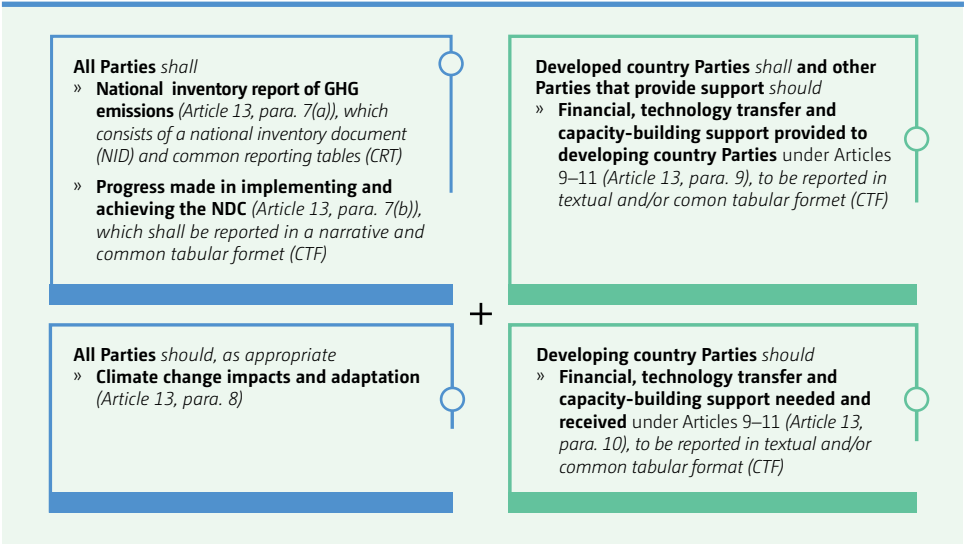
**To track progress in implementing and achieving the NDC.** The BTR contains the Party's most recent information on progress in implementing its NDC. The BTR containing the data for the final year of an NDC implementation period sets out the final accounting of the Party's assessment of whether it has achieved its NDC. The accounting approaches applied by the Party are also reported in the BTR.

#### 3.2.1 Reporting requirements for the biennial transparency report

In the BTR Parties highlight their domestic actions to mitigate and adapt to climate change, their cooperation with other countries in these efforts and their progress towards achieving the goal(s) in their NDC.

The BTR is composed of several sections and contains both textual information and data in CRTs (for GHG inventory information) and CTF tables (for tracking progress in implementing and achieving the NDC and information on FTC). Figure 9 provides an overview of the information that Parties are required or encouraged to include in their BTR.

Figure 9  
**Overview of reporting requirements under Article 13 of the Paris Agreement: transparency of action and support**



► *Decision 18/CMA.1, para. 12*

Table 2 summarizes the requirements of Parties in preparing their BTR. When following the reporting guidelines, Parties should be aware of what they are required to report (i.e. the item “shall” be reported) and what they are encouraged to report (i.e. the item “should” or “may” be reported). Developing country Parties that need flexibility in the light of their capacities may apply specific flexibility provisions (see table 3 and section 3.2.2). The specific reporting requirements and the format in which information is to be reported (e.g. the CRTs and CTF tables) are given in decision 18/CMA.1 and the CRTs and CTF tables that were finalized and adopted at CMA 3.

In preparing their BTR, Parties may want to structure the report in accordance with the BTR outline adopted at CMA 3, while noting that its use is encouraged, not mandatory. Use of the outlines will facilitate the review process (see section 3.3) and may be helpful for Parties by guiding their internal processes for drafting the report and facilitating completeness and consistency with the reporting requirements. Table 2 is structured in accordance with the chapters of the BTR outline.



Table 2

**Overview of information to be submitted in the biennial transparency report in accordance with the modalities, procedures and guidelines for the enhanced transparency framework and the corresponding outline**

Chapter of the BTR	References	Which Parties are to report the information?	What is to be reported?
<b>I. National inventory report of anthropogenic emissions by sources and removals by sinks of GHGs</b>	<p>Paris Agreement, Article 13, para. 7(a)</p> <p>Decision 18/CMA.1, annex, paras. 17–58</p> <p>Decision 5/CMA.3 and annexes I, IV and V</p> <p>CRT reporting software</p> <p>IPCC guidelines</p>	All Parties <b>shall</b> report a GHG inventory	<p>All countries shall report a national inventory report of GHG emissions and removals following the BTR guidelines, which incorporate the 2006 IPCC Guidelines (mandatory) and the Wetlands Supplement (encouraged). Parties may use the 2019 Refinement to the 2006 IPCC Guidelines, but it is not mandatory (future refinements to IPCC guidelines, including the 2019 Refinement, shall be used once agreed by the CMA). The national inventory report may be submitted as a stand-alone document (with a reference to the submitted document and a summary of its content provided in the BTR) or as a specific section of the BTR. For those developing country Parties that need flexibility in the light of their capacities, specific flexibility provisions may be applied.</p> <ul style="list-style-type: none"> <li>• The submission includes the national inventory document and the CRTs for the electronic reporting of the national inventory report of anthropogenic emissions by sources and removals by sinks of GHGs.</li> <li>• The CRTs were adopted by the CMA in 2021 to enable Parties to fulfil reporting requirements set in the MPGs. The CRTs are submitted electronically and considered part of the submission; tables need not be reproduced in the BTR itself. The CRTs include summary report tables, sectoral report tables, background data tables, cross-sectoral tables and other tables. The BTR outline contains an “Annex 2: Common reporting tables for the electronic reporting of the national inventory report of anthropogenic emissions by sources and removals by sinks of GHGs”. Parties may include a reference to external tables submitted electronically in annex 2. Parties are encouraged to follow the national inventory document outline contained in annex IV to decision 5/CMA.3 when preparing their GHG inventory submission, although its use is not mandatory.</li> </ul>

Table 2 (continued)

**Overview of information to be submitted in the biennial transparency report in accordance with the modalities, procedures and guidelines for the enhanced transparency framework and the corresponding outline**

Chapter of the BTR	References	Which Parties are to report the information?	What is to be reported?
<b>II. Information necessary to track progress made in implementing and achieving the NDC</b>	<p>Paris Agreement, Articles 4 and 13, para. 7(b)</p> <p>Decision 18/CMA.1, annex, paras. 59–103</p> <p>Decision 5/CMA.3 and annexes II and IV</p> <p>CTF reporting software</p> <p>Country-driven tools/analyses</p>	All Parties <b>shall</b> report this information	<ul style="list-style-type: none"> <li>This chapter of the BTR contains: <ul style="list-style-type: none"> <li>Information on national circumstances and institutional arrangements relevant to this chapter heading</li> <li>A description of the NDC</li> <li>Information necessary to track progress (e.g. indicators, definitions, methodologies, accounting approaches, use of ITMOs under Article 6, approaches to LULUCF)</li> <li>Information on mitigation policies and measures, actions and plans, including those with mitigation co-benefits from adaptation actions and economic diversification plans</li> <li>A summary of GHG emissions and removals (if a stand-alone GHG inventory is submitted)</li> <li>Projections of GHG emissions and removals</li> <li>Other information deemed relevant by the Party</li> </ul> </li> <li>For those developing country Parties that need flexibility in the light of their capacities, specific flexibility provisions may be applied.</li> <li>Information to track progress towards the implementation and achievement of a Party's NDCs shall be reported in a narrative and common tabular format, as applicable. Accordingly, the submission includes, as appropriate, information in the BTR document as well as CTF tables.</li> <li>The CTF tables, which were adopted by CMA 3 in 2021, are: <ul style="list-style-type: none"> <li>Structured summary, which is organized as follows: <ul style="list-style-type: none"> <li>Description of selected indicators (CTF table 1);</li> <li>Definitions needed to understand the NDC (CTF table 2);</li> <li>Methodologies and accounting approaches (CTF table 3);</li> <li>Tracking progress made in implementing and achieving the NDC (CTF table 4).</li> </ul> </li> <li>Mitigation policies and measures, actions and plans, including those with mitigation co-benefits resulting from adaptation actions and economic diversification plans (CTF table 5);</li> <li>Summary of GHG emissions and removals (CTF table 6);</li> <li>Information on projections of GHG emissions and removals, organized as follows: <ul style="list-style-type: none"> <li>"With measures" scenario (CTF table 7)</li> <li>"With additional measures" scenario (CTF table 8)</li> <li>"Without measures" scenarios (CTF table 9)</li> <li>Projections of key indicators (CTF table 10)</li> <li>Key underlying assumptions and parameters used (CTF table 11).</li> </ul> </li> </ul> </li> <li>Parties are encouraged to report information in the BTR document following the BTR outline contained in annex IV to decision 5/CMA.3, although its use is not mandatory. The BTR outline also contains an "Annex 3" that, among other information, includes "Information necessary to track progress in implementing and achieving NDCs under Article 4 of the Paris Agreement". Parties may include a reference to external tables in annex 3.</li> </ul>

Table 2 (continued)

**Overview of information to be submitted in the biennial transparency report in accordance with the modalities, procedures and guidelines for the enhanced transparency framework and the corresponding outline**

Chapter of the BTR	References	Which Parties are to report the information?	What is to be reported?
<b>III. Information related to climate change impacts and adaptation</b>	<p>Paris Agreement, Article 7, paras. 10–11, and Article 13, para. 8</p> <p>Decision 18/CMA.1, annex, paras. 13–14</p> <p>Decision 18/CMA.1, annex, paras. 104–117</p> <p>Decision 5/CMA.3 and annex IV</p>	All Parties <b>should</b> report this information	<ul style="list-style-type: none"> <li>Some or all of this chapter of the BTR may serve as the adaptation communication under Article 7, paragraphs 10–11. If this is the case, it should be clearly stated and the part of the BTR constituting the adaptation communication should be clearly indicated.</li> <li>This chapter of the BTR should contain, as appropriate, information on: <ul style="list-style-type: none"> <li>National circumstances, institutional arrangements and legal frameworks relevant to this chapter heading</li> <li>Impacts, risk and vulnerabilities</li> <li>Adaptation priorities and barriers</li> <li>Adaptation strategies, policies, plans, goals and actions to integrate adaptation into national policymaking</li> <li>Progress on the implementation of adaptation</li> <li>Monitoring and evaluation of adaptation actions and processes</li> <li>Averting, minimizing and addressing loss and damage associated with climate change impacts</li> <li>Cooperation, good practices, experience and lessons learned</li> <li>Other matters deemed relevant by the Party</li> </ul> </li> <li>The “other matters” noted above could also include a clarification on the linkages between information related to climate change impacts and adaptation under Article 7 of the Paris Agreement reported in the BTR and that are reported in the (optional) adaptation communication, if submitted.</li> <li>When reporting information related to climate change impacts and adaptation, Parties may cross-reference previously reported information and focus their reporting on updates to such information.</li> </ul>
<b>IV. Information on FTC support provided and mobilized</b>	<p>Paris Agreement, Articles 9–11 and 13, para. 9</p> <p>Decision 18/CMA.1, annex, paras. 118–129</p> <p>Decision 5/CMA.3 and annexes III–V</p>	<p>Developed country Parties <b>shall</b> report this information</p> <p>Other Parties providing support <b>should</b> report this information</p>	<p>This chapter of the BTR contains information on:</p> <ul style="list-style-type: none"> <li>National circumstances and institutional arrangements relevant to this chapter heading</li> <li>Underlying assumptions, definitions and methodologies</li> <li>Financial support provided and mobilized (multilateral channels; bilateral, regional and other channels; and finance mobilized through public interventions)</li> <li>Support provided for technology development and transfer</li> <li>Capacity-building support provided</li> <li>The submission includes, as appropriate, information in the BTR document as well as CTF tables. The relevant CTF tables, which were adopted by CMA 3 in 2021, are: <ul style="list-style-type: none"> <li>Information on financial support provided: bilateral, regional and other channels (CTF Table III.1);</li> <li>Information on financial support provided: multilateral channels (CTF Table III.2);</li> <li>Information on financial support mobilized through public interventions (CTF Table III.3);</li> <li>Information on support for technology development and transfer provided (CTF Table III.4);</li> <li>Information on capacity-building support provided (CTF Table III.5).</li> </ul> </li> <li>The BTR outline contains an “Annex 3” that, among other information, includes “Information on FTC support provided and mobilized under Articles 9–11 of the Paris Agreement”. Parties may include a reference to external tables in annex 3.</li> </ul>

Table 2 (continued)

**Overview of information to be submitted in the biennial transparency report in accordance with the modalities, procedures and guidelines for the enhanced transparency framework and the corresponding outline**

Chapter of the BTR	References	Which Parties are to report the information?	What is to be reported?
<b>V. Information on FTC support needed and received</b>	<p>Paris Agreement, Articles 9–11 and 13, para. 10</p> <p>Decision 18/CMA.1, annex, paras. 130–145</p> <p>Decision 5/CMA.3 and annexes III–IV</p>	Developing country Parties <b>should</b> provide this information	<p>This chapter of the BTR contains information on:</p> <ul style="list-style-type: none"> <li>National circumstances, institutional arrangements and country-driven strategies relevant to this chapter heading</li> <li>Underlying assumptions, definitions and methodologies</li> <li>Financial support needed</li> <li>Financial support received</li> <li>Technology development and transfer support needed</li> <li>Technology development and transfer support received</li> <li>Capacity-building support needed</li> <li>Capacity-building support received</li> <li>Support needed and received by developing country Parties for the implementation of Article 13 and transparency-related activities, including for transparency-related capacity-building</li> <li>The submission includes, as appropriate, information in the BTR as well as CTF tables. The relevant CTF tables, which were adopted at CMA 3, are: <ul style="list-style-type: none"> <li>Information on financial support needed by developing country Parties (CTF Table III.6);</li> <li>Information on financial support received by developing country Parties (CTF Table III.7);</li> <li>Information on technology development and transfer support needed by developing country Parties (CTF Table III.8);</li> <li>Information on technology development and transfer support received by developing country Parties (CTF Table III.9);</li> <li>Information on capacity-building support needed by developing country Parties (CTF Table III.10);</li> <li>Information on capacity-building support received by developing country Parties (CTF Table III.11);</li> <li>Information on support needed by developing country Parties for the implementation of Article 13 of the Paris Agreement and transparency-related activities, including for transparency-related capacity-building (CTF Table III.12).</li> <li>Information on support received by developing country Parties for the implementation of Article 13 of the Paris Agreement and transparency-related activities, including for transparency-related capacity-building (CTF Table III.13).</li> </ul> </li> <li>The BTR outline contains an “Annex 3” that, among other information, includes “<i>Information on financial, technology development and transfer and capacity building support needed and received under Articles 9–11 of the Paris Agreement</i>”. Parties may include a reference to external tables in annex 3.</li> </ul>



Table 2 (continued)

**Overview of information to be submitted in the biennial transparency report in accordance with the modalities, procedures and guidelines for the enhanced transparency framework and the corresponding outline**

Chapter of the BTR	References	Which Parties are to report the information?	What is to be reported?
<b>VI. Information to be reported when national communications and BTRs are submitted jointly every four years</b>	Decision 1/CP.24, para. 43 Decision 17/CP.8 Decision 6/CP.25	Parties that choose to submit their national communication and biennial report as a single report <b>shall</b> provide these chapters	<ul style="list-style-type: none"> <li>Parties may choose to submit their national communication and BTR as a single report in the years in which both reports are due.</li> <li>Parties that choose to submit a single report shall also include in the BTR supplemental chapters on: <ul style="list-style-type: none"> <li>Research and systematic observation</li> <li>Education, training and public awareness</li> <li>Adaptation, but only for those Parties that did not report under chapter IV of the BTR guidelines on information related to climate change impacts and adaptation under Article 7 of the Paris Agreement</li> </ul> </li> </ul>
<b>VII. Information on flexibility</b>	Decision 18/CMA.1 Decision 5/CMA.3, annex IV	Developing country Parties that need flexibility in the light of their capacities <b>shall</b> report this information, but have discretion as to where it is reported	<ul style="list-style-type: none"> <li>Developing country Parties may elect to report information on the specific flexibility provisions applied in the overview chapter of the BTR and/or integrate this information into the relevant chapters above where specific flexibility provisions have been applied.</li> <li>Information to include: <ul style="list-style-type: none"> <li>Reporting provisions to which self-determined flexibility is applied;</li> <li>Capacity constraints in relation to the application of flexibility;</li> <li>Self-determined estimated time frames for improvements in relation to those capacity constraints.</li> </ul> </li> <li>Parties may also elect to include on a voluntary basis a summary table in the BTR and/or CRTs on the specific flexibility provisions applied.</li> </ul>
<b>VIII. Improvements in reporting over time</b>	Decision 18/CMA.1, paras. 7–8 Decision 5/CMA.3, annex IV	All Parties <b>may</b> report this information here, or in the relevant chapters	<ul style="list-style-type: none"> <li>Areas of improvement identified by the Party and technical expert review team in relation to the Party's implementation of Article 13 of the Paris Agreement;</li> <li>How the Party is addressing or intends to address areas of improvement;</li> <li>Areas of improvement that are related to the flexibility provisions;</li> <li>Reporting-related capacity-building support needs identified, including those referred to in chapter VI above and any progress made, including those previously identified as part of the technical expert review;</li> </ul> <p>Parties' domestic plans and priorities with regard to improved reporting are not examined during the technical expert review, but the information may inform discussions on areas of improvement and identification of capacity-building needs between the technical expert review team and the Party concerned.</p>
<b>IX. Any other information</b>	Decision 5/CMA.3, annex IV	All Parties are allowed	In this chapter, Parties are allowed to include any information that they consider relevant to the achievement of the objective of the Paris Agreement, and suitable for inclusion in the BTR.

Table 2 (continued)

**Overview of information to be submitted in the biennial transparency report in accordance with the modalities, procedures and guidelines for the enhanced transparency framework and the corresponding outline**

Chapter of the BTR	References	Which Parties are to report the information?	What is to be reported?
<b>Annex 1: technical annexes for REDD+ results, as applicable</b>	Decision 18/CMA.1, para. 14 Decision 14/CP.19, para. 7	Developing country Parties that seek payments for results-based actions through REDD+ <b>shall</b> provide this annex	The information to be reported is as contained in the annex to decision 14/CP.19, specifically: <ul style="list-style-type: none"> <li>Summary information from the final report containing each corresponding assessed FREL/FRL, which includes: <ul style="list-style-type: none"> <li>The assessed FREL/FRL, expressed in t CO<sub>2</sub> eq;</li> <li>The activity or activities referred to in decision 1/CP.16, paragraph 70, included in the FREL/FRL;</li> <li>The territorial forest area covered;</li> <li>The date of the FREL/FRL submission and the date of the final technical assessment report;</li> <li>The period (in years) of the assessed FREL/FRL;</li> </ul> </li> <li>Results in t CO<sub>2</sub> eq per year, consistent with the assessed FREL/FRL;</li> <li>A demonstration that the methodologies used to produce the results are consistent with those used to establish the assessed FREL/FRL;</li> <li>A description of national forest monitoring systems and the institutional roles and responsibilities for MRV of the results;</li> <li>The necessary information that allows for the reconstruction of the results;</li> <li>A description of how the elements contained in decision 4/CP.15, paragraph 1(c–d), have been considered.</li> </ul>
<b>Annex 2: CRTs for GHG inventory</b>	Decision 5/CMA.3, annexes I, IV and V	All Parties	As noted above, the BTR provides for a suggested “ <i>Annex 2: Common reporting tables for the electronic reporting of the national inventory report of anthropogenic emissions by sources and removals by sinks of greenhouse gases</i> ”. Parties may include a reference to external tables in annex 2 and do not necessarily need to produce them here.
<b>Annex 3: CTF tables for electronic reporting of information on tracking progress of NDCs and on FTC support</b>	Decision 5/CMA.3, annexes II–IV	All Parties	As noted above, the BTR provides for a suggested “ <i>Annex 3: CTFs for the electronic reporting of:</i> <ul style="list-style-type: none"> <li><i>Information necessary to track progress in implementing and achieving NDCs under Article 4 of the Paris Agreement;</i></li> <li><i>Information on FTC support provided and mobilized under Articles 9–11 of the Paris Agreement;</i></li> <li><i>Information on FTC support needed and received under Articles 9–11 of the Paris Agreement</i>”.</li> </ul>
<b>Annex 4: Information in relation to the Party’s participation in cooperative approaches, as applicable</b>	Decision 2/CMA.3, Decision 5/CMA.3	All Parties participating in a cooperative approach	Reporting of information in relation to the Party’s participation in cooperative approaches, including, inter alia: <ul style="list-style-type: none"> <li>How a Party fulfils its participation responsibilities, applies corresponding adjustments and updates previously submitted information;</li> <li>How each cooperative approach contributes to the mitigation of GHGs and the implementation of the Party’s NDC, how it ensures environmental integrity and that ITMOs used will not be further transferred, cancelled or otherwise used;</li> <li>Explanation for the measurement of mitigation outcomes and application of conversions methods, if relevant;</li> <li>Information on safeguards and contributions to resources for adaptation and delivery of overall mitigation in global emissions.</li> </ul>

► *Article 13.2*

► *Decision 18/CMA.1, annex, para. 3*

### 3.2.2 Flexibility in reporting for the biennial transparency report

Flexibility in the reporting, review and FMCP processes under the Paris Agreement for those developing country Parties that need it in the light of their capacities is one of the guiding principles of the MPGs. The specific flexibility provisions support the implementation of the other guiding principles of the MPGs, including facilitating improved reporting and transparency over time, promoting transparency, accuracy, consistency, completeness and comparability, and avoiding undue burden on Parties.

In addition, the reporting, review and FMCP processes outlined in the MPGs provide specific opportunities for developing country Parties to apply flexibility (see also section 3.3). The exact nature and extent of flexibility provisions are outlined in the MPGs (see table 3). The use of such flexibility provisions was accommodated in the design of the CRTs, CTF tables and outlines adopted at CMA 3 (see section 3.2.2.1).

When applying a specific flexibility provision in a self-determined manner, a developing country Party must clearly indicate the following in the BTR (or in a separate notification to the secretariat when flexibility is applied during the technical expert review or FMCP processes):

► *Decision 18/CMA.1, annex, paras. 6 and 7(c)*

- Which flexibility provisions have been applied. This could be highlighted in the overview chapter of the BTR and/or included in the chapters relevant to where the provisions have been applied. Parties may also elect to include on a voluntary basis a summary table on the specific flexibility provisions applied;

► *FCCC/SBSTA/2019/2, paras. 122–123*

- The Party's capacity constraints in relation to the application of flexibility;
- The Party's self-estimated time frames for implementing improvements related to those capacity constraints.

In the light of the BTR outline adopted at CMA 3, information outlined above could be included in chapter VII of a Party's BTR (or, in the case of the GHG inventory, through use of the corresponding "flex summary" table in the CRTs), noting that use of the BTR outline is only encouraged, not mandatory.

► *Decision 18/CMA.1, annex, paras. 6 and 149(e)*

A Party's decision to make use of a flexibility provision will not be assessed during the technical expert review process. Specifically, the expert review team will not assess the Party's decision to apply a flexibility provision, whether that Party has the capacity to implement that provision without flexibility, or the Party's self-determined time frame for addressing the capacity constraints. However, where any flexibility provisions have been applied, reviewers will assess whether the aforementioned information has been duly reported consistently with the MPGs.

Table 3 describes the ways in which the flexibility provisions may be applied under the ETF.

Table 3

**Summary of flexibility provisions for developing country Parties that need flexibility in the light of their capacities**

Area of flexibility	Paragraph reference in decision 18/CMA.1, annex	Description of the flexibility provision
<b>GHG inventory</b>		
Key category analysis <b>Option</b> to identify fewer key categories; less complex methodologies can be used to estimate GHG emissions and removals for categories that are not key	25	Flexibility to identify key categories using <b>a threshold no lower than 85 per cent</b> in place of the 95 per cent threshold defined in the 2006 IPCC Guidelines. Key categories are those that, when summed together in descending order of magnitude, <b>add up to 95 per cent of the national sum</b> of the absolute values of emissions and removals, including and excluding LULUCF.
Uncertainty assessment <b>Option</b> to report only qualitative uncertainty information if quantitative input data are not available	29	Flexibility to provide, at a minimum, a <b>qualitative discussion of uncertainty for key categories</b> , using the 2006 IPCC Guidelines, for both the latest inventory year and the trend, instead of i) <b>quantitatively estimating and qualitatively discussing</b> the uncertainty of the emissions and removal estimates for <b>all categories</b> , including inventory totals, for at least the starting year and the latest reporting year of the inventory time series and ii) also estimating the trend uncertainty for these same categories and inventory totals for the entire time series.
Completeness <b>Option</b> to use a higher threshold for insignificant categories	32	Flexibility to consider emissions insignificant if the likely level of emissions is below <b>0.1 per cent of the national total GHG emissions</b> , excluding LULUCF, or <b>1,000 kt CO<sub>2</sub> eq</b> , whichever is lower. For the Parties that do not use this flexibility provision, a category can be considered insignificant only if the likely level of emissions is <b>below 0.05 per cent</b> of the national total GHG emissions, excluding LULUCF, or <b>500 kt CO<sub>2</sub> eq</b> , whichever is lower. If flexibility is chosen, the total national aggregate of estimated emissions for all gases from categories considered insignificant shall remain below 0.2 per cent of the national total GHG emissions, excluding LULUCF, as opposed to 0.1 per cent.
QA/QC <b>Encouragement</b> to develop a QA/QC plan and provide information on general QC procedures implemented	34	In place of the <b>mandatory requirement to elaborate a QA/QC plan</b> , developing country Parties that need flexibility in the light of their capacities <b>are encouraged to elaborate an inventory QA/QC plan</b> in accordance with the 2006 IPCC Guidelines, including information on the inventory agency responsible for implementing QA/QC.
	35	In place of the <b>mandatory requirement to implement and provide information on general QC procedures</b> , developing country Parties that need flexibility in the light of their capacities are encouraged to implement and <b>provide information on general inventory QC procedures</b> in accordance with their QA/QC plan and the 2006 IPCC Guidelines.
Gases <b>Option</b> to report fewer GHGs	48	In place of the <b>mandatory requirement to report on seven gases</b> , <b>flexibility to report at least three gases (CO<sub>2</sub>, CH<sub>4</sub> and N<sub>2</sub>O)</b> as well as on any of the additional four gases (hydrofluorocarbons, perfluorocarbons, SF <sub>6</sub> and NF <sub>3</sub> ) that are included in the Party's NDC under Article 4 of the Paris Agreement, are covered by an activity under Article 6, or have been previously reported.
Time series <b>Option</b> to report a shorter time series and an earlier "latest reporting year"	57	In place of the <b>mandatory requirement to report a consistent annual time series starting in 1990</b> , flexibility to report data covering, at a minimum, the reference year or period for a Party's NDC and, in addition, a consistent annual <b>time series from at least 2020 onward</b> .
	58	The <b>latest reporting year</b> for those Parties that choose to apply this flexibility shall be <b>no more than three years</b> prior to the submission of the national inventory report, <b>compared with no more than two years</b> for all other Parties.



Table 3 (continued)

### Summary of flexibility provisions for developing country Parties that need flexibility in the light of their capacities

Area of flexibility	Paragraph reference in decision 18/CMA.1, annex	Description of the flexibility provision
<b>Mitigation policies and measures, actions and plans</b>		
Estimates of expected and achieved GHG emission reductions  <b>Encouragement</b> to report expected and achieved GHG emission reductions	85	In place of the <b>mandatory requirement to report estimates of expected and achieved GHG emission reductions</b> for their actions, policies and measures in tabular format, developing country Parties that need flexibility in the light of their capacities <b>are encouraged</b> to report this information.
<b>Projections</b>		
Projections of GHG emissions and removals  <b>Encouragement</b> to report projections, and option to report less detailed information	92	In place of the <b>mandatory requirement to report projections</b> pursuant to paragraphs 93–101 of the MPGs, developing country Parties that need flexibility in the light of their capacities <b>are encouraged</b> to report this information.
	95	Flexibility to <b>extend projections at least to the end point of their NDCs</b> instead of extending for at least 15 years beyond the next year ending in 0 or 5, which is applicable to other Parties.
	102	Flexibility to report <b>less detailed information</b> (methodology and coverage).
<b>Technical expert review</b>		
Format of review  <b>Option</b> to undergo a centralized review in lieu of an in-country review	159	<b>Flexibility to undergo a centralized review instead of an in-country review, with an encouragement to undergo an in-country review.</b> All Parties that do not apply this flexibility shall undergo an in-country review (1) for the first BTR, (2) for at least two BTRs in a 10-year period, of which one is the BTR that contains information on the Party's achievement of the NDC, (3) if there was a recommendation to have an in-country review in the previous BTR review report and (4) if the Party requests it.
Responding to the technical expert review team questions  <b>Option</b> to receive more time to respond to the technical expert review team questions	162(c)	Flexibility to <b>provide information within three weeks</b> of the date the questions were received, <b>compared with the two weeks</b> applicable to other Parties.
Responding to the technical expert review team review report  <b>Option</b> to receive more time to provide comments to the draft report	162(f)	Flexibility to take <b>three months to provide comments</b> to the draft report, <b>compared with the one month</b> applicable to other Parties.
<b>FMCP</b>		
Responding to written questions  <b>Option</b> to receive more time to respond to written questions	193(c)	Flexibility to <b>respond in writing to the Parties' questions no later than two weeks</b> prior to the working group session through an online platform, compared with the requirement of <b>no later than one month</b> applicable to other Parties.

See Box 4 for some tips for Parties to consider when providing information in the BTR.

Box 4

**Tips for Parties when providing information in the biennial transparency report to facilitate transparency**

- Carefully review decisions 18/CMA.1 and 5/CMA.3, in particular references to the items that “shall” be reported (i.e. are mandatory) versus those that “should be”, are “encouraged” to be, “can be” or “may be” reported (see Table 2).
- Provide all information required by the provisions in decision 18/CMA.1 in the BTR, the CRTs and the CTF tables, to the extent applicable, which will enhance the transparency of the BTR.
- Given the BTR is about transparency, describe what has been done and, importantly, where feasible, any reporting requirements that have not been met and the reasons for that.
- In the case of developing country Parties that need flexibility in the light of their capacities, identify the capacity-building constraints preventing implementation of a specific provision and the anticipated timeline for addressing those constraints. These countries are also encouraged to highlight in the BTR the areas of improvement related to the flexibility provisions applied.
- Remember that implementing the Paris Agreement and regularly submitting BTRs is a cycle of continuous improvement. It is expected that the information available to Parties and the reporting capacities of Parties are at different stages of development but will improve over time. The technical expert review team can assist Parties in identifying areas for improvement, so engagement with the team may be beneficial.
- To minimize the reporting burden and contribute to the coherence of adaptation efforts, when deciding whether and how to include adaptation information in the BTR, Parties may consider:
  - (1) How the reporting can assist with national and international information needs;
  - (2) How the reporting relates to other communication and reporting arrangements for adaptation under the Convention and the Paris Agreement (in particular the adaptation communications) (see UNFCCC Adaptation Committee 2019 (a)), and how the BTR can build on existing outputs of those arrangements;
  - (3) Adaptation planning instruments (national adaptation plans) and their respective purposes and linkages, including how the BTR can build on the information identified during the national adaptation plan process.

*3.2.2.1. Incorporating flexibilities in the common reporting tables and common tabular format tables*

In addition to the provisions of the MPGs, further guidance on operationalizing the MPGs was developed and agreed in 2021 by CMA 3. Those developing country Parties that need flexibility in the light of their capacities may, when reporting in an area in which they have a capacity constraint, choose specific options, as applicable, to reflect the application of the specific flexibility provisions established in the MPGs in the CRTs and CTF tables.

► *Decision 5/CMA.3, para. 5*

For example, a developing country Party may report the notation key “FX” in the CRTs and CTF tables to indicate its use of flexibility provisions. To do so, the Party needs to enter “FX” in each cell relevant to the flexibility being applied and include an explanation in the corresponding documentation box of how each particular flexibility provision has been applied. Where “FX” is reported in every cell in a particular row or column, that row or

column may be collapsed, ensuring that it can be expanded again for display purposes. Where “FX” is reported in every cell in the tables for the four fluorinated gases covered by the MPGs for GHG inventories, developing country Parties that need flexibility in the light of their capacities may collapse those tables.

► *Decision 18/CMA.1, annex, paras. 57 and 58*

► *Decision 18/CMA.1, annex, paras. 25 and 32*

► *Decision 18/CMA.1, annex, para. 47 and decision 5/CMA.3, para. 26*

Other options to reflect the application of flexibility provided for GHG inventories in the CRTs include indicating, when reporting time series, the first and last inventory years without generating empty columns or tables corresponding to years for which flexibility was applied; and indicating any lower thresholds selected for key categories and a lower level of emissions for determining significance. In both cases, an explanation on how the specific flexibility provision has been applied must be provided in the corresponding documentation box.

It should be noted that there are differences between the specific flexibility provisions for developing country Parties and other options that are broadly available to all Parties, as explained in box 5.

#### Box 5

### Differences between flexibility provisions available to developing country Parties that need them in the light of their capacities and broader options available to all Parties

Flexibility is granted exclusively to those developing country Parties that need it in the light of their capacities and is limited to the flexibility provisions explicitly referred to in the MPGs. However, additional options, which are different from the specific flexibility provisions for those developing country Parties that need them in the light of their capacities, are broadly available to all Parties, including:

- **Methods and notation keys:** when estimating and reporting their national GHG inventories, all Parties may select one of up to three emission calculation methods from the 2006 IPCC Guidelines, and may use various notation keys offering different possibilities for reporting based on the circumstances in the country (e.g. “NA” (not

applicable), “NE” (not estimated), “NO” (not occurring), “IE” (included elsewhere) or “C” (confidential));

- **Confidentiality approach:** in the CRTs, there is an option allowing Parties to report at a minimum level of aggregation, as necessary, to protect confidential business and military information;
- **Relevance to a Party’s NDC:** in the CTF tables for the structured summary, Parties may amend the reporting format (e.g. Excel file) by deleting specific rows in tables if the information to be provided in those rows is not applicable to their NDC in accordance with the MPGs.

► *Decision 4/CMA.1, para. 17, and decision 18/CMA.1, annex, chaps. II–III*

### 3.2.3 Biennial transparency reports and tracking progress in implementing and achieving the nationally determined contribution

Section 2.1 provides an overview of the information to be reported in the BTR. This section focuses on the information reported primarily in accordance with chapter III of the MPGs (the information necessary to track progress in implementing and achieving NDCs). For most countries, particularly those with an NDC containing a GHG emission reduction or limitation target, chapter II of the MPGs on the national inventory report will also be highly relevant as that information will reflect the country’s estimated national, sectoral and category-level GHG emissions.

► *Decision 18/CMA.1, annex,  
paras. 70 and 77*

In the information communicated in the NDC under step 1 (see section 3.1), a Party will have already defined its goal(s) (e.g. the nature of the goal(s), data sources, assumptions, reference data and time frame for implementation). The Party must then report on its progress in implementing the goal(s) in its BTR, including through the structured summary therein. In the BTR which contains data for the final year of the implementation period, progress in achieving the goal(s) of the NDC must be reported.

► *Decision 18/CMA.1, annex,  
paras. 65–79*

Parties report various types of information to track progress towards their NDC, including:

- Information needed to understand the NDC (including definitions);
- Information on indicators;
- A description of each methodology and/or accounting approach;
- For NDCs that consist of adaptation actions and/or economic diversification plans with mitigation co-benefits, information on the implementation and achievement of the domestic policies and measures implemented to address the social and economic consequences of response measures.

► *Decision 18/CMA.1, annex,  
paras. 65, 69 and 77*

According to the MPGs, all Parties are required to select relevant indicator(s) for tracking progress. However, the actual selection of each specific indicator(s) is at the Party's discretion. Comparison of the indicator in the base year or reference year with the indicator in the most recent year available will be informed by the accounting approach selected by the Party, and the results of this comparison are to be reported in the BTR in order to track progress in implementing the NDC. For the BTR that contains information on the end year or end of the period, Parties will also report on the assessment of whether it has achieved the goal(s) of its NDC, considering not only the indicators selected, but also, where applicable, information on GHG emissions and removals consistent with the scope of coverage of the NDC, the contribution from the LULUCF sector and outcomes from the use of cooperative approaches under Article 6. This information will be included in the structured summary. Again, how these factors are considered, and how they factor into the Party's final assessment of whether it has achieved its NDC, will depend on the accounting approach used by the Party and the extent to which activities under Article 6 are pursued by the Party.

### 3.2.3.1 Use of indicators

► *Decision 18/CMA.1, annex,  
paras. 65–68 and 149*

Indicators may be qualitative or quantitative and ideally should have already been considered during the process of developing the NDC (see table 1). These indicators must be relevant to the Party's NDC and meaningful for tracking progress. Under the review process (see section 3.3), reviewers will assess whether indicators have been provided and how they relate to the NDC. However, they will not review the adequacy or appropriateness of the indicators identified. On the basis of information communicated in existing NDCs and referred to in the MPGs, some examples of possible indicators that Parties may consider have been collated in the non-exhaustive list in table 4.



Table 4

## Examples of indicators for various types of goal in nationally determined contributions

Type of NDC goal	Possible indicators (non-exhaustive)
<b>Absolute emission reduction or limitation target relative to a base year</b>	GHG emissions (t CO <sub>2</sub> eq) with or without LULUCF, as appropriate, in base year/period, current year and target year/period; emission reductions (t CO <sub>2</sub> eq)
<b>Emission reduction target below a 'business as usual' level</b>	GHG emissions (t CO <sub>2</sub> eq) for 'business as usual' scenario (if different from the reference level) with or without LULUCF, as appropriate; values for drivers of 'business as usual' scenario (e.g. GDP, population, fuel demand); current emissions below 'business as usual' level
<b>Intensity target</b>	Base, current or target year/period GHG emissions; base, current or target year/period drivers (e.g. GDP, population, energy consumption)
<b>Peaking target</b>	GHG emissions (t CO <sub>2</sub> eq) in all years leading to the target year, with or without LULUCF
<b>Policies and actions</b>	Status of implementation of policies and measures (e.g. planned, adopted, implementing); description of what would have happened in the country without the policy; emission quantification of the policy impacts; number of policies and measures implemented; financial, technological and/or capacity-building support received for implementing policies and measures
<b>Other (e.g. mitigation co-benefits of adaptation actions, non-GHG targets)</b>	Description of current adaptation actions with mitigation co-benefits; quantification of mitigation co-benefits (see also the possible indicators under "policies and actions" above)

### 3.2.3.2 Consistency of information between the nationally determined contribution and the biennial transparency report

As illustrated in figure 5, the integrity of the NDC accounting framework relies on consistency between the information (i.e. data sources, coverage, methodologies, assumptions, etc.) a Party presents as its goal(s) in its NDC (see table 1) and the information reported in its BTR, in particular information related to the national GHG inventory and indicators for tracking progress towards achieving its target(s) (see table 2).

► Article 4, para. 13,  
decision 4/CMA.1, para. 11,  
and decision 18/CMA.1,  
annex, para. 3(d)

When reporting all of this information, due consideration should be given to the fundamental principles of reporting established by the IPCC and adopted by the UNFCCC, namely transparency, accuracy, consistency, completeness and comparability. These principles, along with the avoidance of double counting and the promotion of environmental integrity, are embedded in the Paris Agreement as well as the implementing decision on NDCs and reporting of BTRs.

► Decision 4/CMA.1, para. 14  
and annex II

All Parties shall follow annex II to decision 4/CMA.1 when accounting for their NDC, at the latest when communicating their second NDC. Annex II includes four broad categories of guidance when accounting for the NDC:

- Accounting for anthropogenic emissions and removals in accordance with methodologies and common metrics assessed by the IPCC and adopted by the CMA;
- Ensuring methodological consistency, including on baselines, between the communication and implementation of the NDC;

- Striving to include all categories of anthropogenic emissions or removals in the NDC and continuing to include any a source, sink or activity once it has been included once;
- Providing an explanation of why any category of anthropogenic emissions or removals is excluded.

► *Decision 4/CMA.1, annex I, paras. 1 and 5, and decision 18/CMA.1, annex, paras. 65–79*

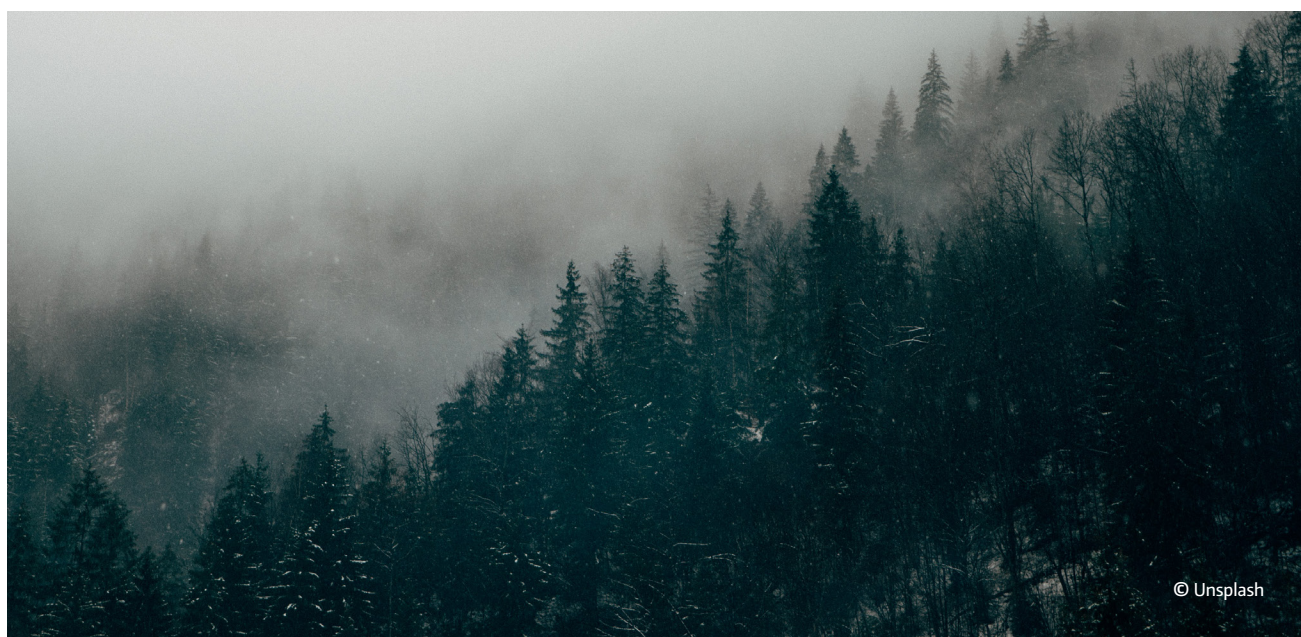
Annex II does not provide specific reporting requirements for the BTR, but guides Parties on how to account for their NDC. The accounting approaches can inform Parties in selecting indicators, which they may communicate as part of the information necessary to facilitate clarity, transparency and understanding in their NDC and can use to track progress in implementing the NDC. The accounting approaches will also inform Parties in undertaking the final calculations to assess whether they have achieved their NDC. Information on indicators and the assessment is reported in the BTR.

► *Decision 4/CMA.1, annex II*

► *Article 4, para. 13*

Table 5 provides a non-exhaustive checklist that Parties may use when accounting for their NDC to help them determine whether they have completed this task in accordance with the relevant decisions and in a manner that is mindful of the underlying principles set out in figure 5. Each provision of the accounting guidance corresponds with at least one of these principles. Table 5 does not explicitly include the principles of promotion of environmental integrity and avoidance of double counting. However, applying the principles of transparency, accuracy, consistency, completeness and comparability reinforces overall efforts to promote the environmental integrity of the accounting framework and avoid double counting.

Parties providing information in the BTR on how they have implemented the accounting guidance and strived to maintain consistency between the NDC and the BTR will enhance transparency of reporting.



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Table 5

**Checklist for applying the accounting guidance and ensuring consistency between the nationally determined contribution and the biennial transparency report**

Reference in decision 4/CMA.1, annex II	Checklist for implementing the accounting guidance	Principle
Paragraph 1	<p><i>Has the Party:</i></p> <ul style="list-style-type: none"> <li>Applied common methods from the 2006 IPCC Guidelines and common metrics when communicating its NDC? If these are not applicable, has the Party described the country-specific method applied, including the method for tracking progress arising from implementing policies and measures?</li> <li>If relevant to the NDC, applied either IPCC approaches when considering natural disturbances and the age-class structure in forests, or an approach that is consistent with the IPCC guidelines?</li> <li>If relevant to the NDC, applied an IPCC approach for HWP?</li> <li>Applied the same methods and metrics for accounting in communicating the NDC, reporting the GHG inventory and tracking progress in implementing and achieving the NDC?</li> </ul>	Comparability
Paragraph 2(a–b)	<p><i>Has the Party:</i></p> <ul style="list-style-type: none"> <li>Applied the same scope and coverage, definitions, data sources, metrics, assumptions and methodological approaches in both the NDC and the BTR, specifically when tracking progress in implementing and achieving the NDC?</li> <li>Applied the same data and methods for GHG data for accounting as those used in the GHG inventory, if applicable?</li> </ul>	Consistency
Paragraph 2(c–d)	<p><i>Has the Party:</i></p> <ul style="list-style-type: none"> <li>Strived to avoid overestimating or underestimating the reported, projected and accounted emissions and removals used for accounting?</li> <li>Ensured that any changes to previously reported information regarding reference levels and/or projections have been made only to reflect changes in the underlying GHG inventory that were designed to improve accuracy?</li> </ul>	Accuracy
Paragraph 3	<p><i>Has the Party:</i></p> <ul style="list-style-type: none"> <li>Strived to include all anthropogenic sources, sinks and activities in the NDC?</li> <li>Included all sources, sinks and activities in the NDC that were included in previous submissions of the NDC?</li> </ul>	Completeness
Paragraphs 1, 2(e) and 4	<p><i>Has the Party:</i></p> <ul style="list-style-type: none"> <li>Described the methods applied, and, if applicable, how they are consistent with the IPCC Guidelines?</li> <li>Reported on any methodological changes and technical updates made during implementation of the NDC (e.g. to data sources, methods, reference points)?</li> </ul> <p><i>In cases where the Party was unable to follow the requirements in decision 4/CMA.1, annex II, has it:</i></p> <ul style="list-style-type: none"> <li>Provided transparent documentation in the BTR to explain the national circumstances, including regarding:</li> <li>Any methodological changes or technical updates made during implementation of the NDC?</li> <li>Any anthropogenic sources and sinks excluded?</li> </ul>	Transparency

► *Decision 4/CMA.1, para. 17,  
decision 18/CMA.1,  
annex, paras. 65–77,  
and decision 5/CMA.3*

### 3.2.3.3 Structured summary

The information necessary for accounting is reported in the BTR, including in the structured summary described in paragraph 77 of the annex to decision 18/CMA.1. The structured summary synthesizes the Party's reported information in a uniform and consistent manner, which assists external stakeholders, including other Parties and the international community, in viewing each Party's progress towards meeting its NDC goal(s). The structured summary is a key, but not the sole, means of communicating the Party's NDC accounting and its progress towards achieving its NDC. The Party's approach to accounting must be clearly described in its BTR. CTF tables for the structured summary were developed and ultimately adopted at CMA 3.

The key components of the structured summary are, as applicable to each NDC:

1. **Information on each indicator used to track progress**, including reference information, any updated data from previous years and the latest available value for the indicators. Relevant information should be provided for each indicator, and the importance of consistency between the data sources and assumptions used in the NDC and the information presented in the BTR should be considered;
2. **Information on GHG emissions and removals for those categories covered by the NDC**. For the vast majority of NDCs, the goal(s) are likely to be related to one or more sectors of the GHG inventory and this component will therefore be applicable. Where the goal is an absolute economy-wide emission reduction target, data from the national GHG inventory may be used directly to assess progress. Where the goal covers a subset of the economy, GHG information reported here will be a subset of the national GHG inventory;
3. **Contribution from LULUCF**, if applicable. The structured summary includes information on the GHG emissions and removals in the target year/each year of the target period if not included in the inventory time series of total net GHG emissions and removals. Depending on the accounting approach(es) selected by the Party, these data may be taken directly from the GHG inventory or additional accounting may be needed to obtain them. As with reporting of information on GHG emissions and removals, this component may not be applicable to all NDC goal types if the NDC does not include the contribution from LULUCF;
4. **Cooperative approaches, if applicable**. The structured summary includes information on cooperative approaches that involve the use of ITMOs towards an NDC, or mitigation outcomes for other international mitigation purposes (other than the achievement of the NDC). This information shall be included in the CTF tables for the structured summary related to the methodologies and accounting approaches (CTF table 3) and tracking progress in implementing and achieving the NDC (CTF table 4).

See box 6 for some tips for Parties to consider when providing information in the BTR on tracking progress towards implementing and achieving the NDC.

## Box 6

### Tips for Parties when providing information in the biennial transparency report to track progress towards implementing and achieving the nationally determined contribution

- It is important to ensure consistency across:
  1. The information necessary to facilitate clarity, transparency and understanding communicated in the NDC
  2. The GHG inventory (contained either in a separate document or in the BTR) for those categories covered in the NDC
  3. The tracking of progress in implementing and achieving the NDC as contained in the BTR, including the structured summary.
- Each Party, when developing its NDC, could consider for each goal which indicators to use to track progress, how to obtain the necessary data to track progress over the entire implementation period and how to undertake the final accounting to assess whether the goal has been achieved. Planning in this way will help ensure that the necessary data are available for inclusion in subsequent BTRs.
- Parties should include information for all goals in the NDC.
- When developing the BTR, particularly the BTR that contains data for the end of the year or period of the NDC, annex II to decision 4/CMA.1 could be used as a checklist to ensure that all applicable activities have been carried out by the Party when accounting for its assessment of whether it has achieved its NDC goal(s). Where information in annex II is not applicable to a particular NDC goal, the accounting for that goal could be described in the BTR (e.g. in the context of paragraphs 71, 72 or 74 of the annex to decision 18/CMA.1).

## 3.3 Step 3. Technical expert review and facilitative, multilateral consideration of progress

A Party's BTR submission is considered in two stages:

- The review of the information reported in the BTR, including CRTs and CTF tables, through a technical expert review;<sup>7</sup>
- The subsequent FMCP.

The technical expert review and FMCP are equally essential components of promoting transparency under the Paris Agreement. Parties' progress in achieving their goals is tracked under the ETF through the reporting, review and FMCP of BTRs. Both the review and FMCP processes allow for an independent assessment of a Party's progress in implementing its NDC and, importantly, improving its reporting over time under the Paris Agreement. The technical expert review and FMCP processes, through their distinct modalities and scopes, together result in:

- Recommendations, encouragements and suggestions to Parties on how to improve adherence to the reporting requirements;

<sup>7</sup> In the years a BTR is not due, developed country Parties must continue to submit a national inventory document and CRTs, which are reviewed through a simplified review



- An opportunity for Parties to learn from the approaches, successes and failures of other Parties;
- An opportunity for other stakeholders to understand Parties' efforts, challenges and progress;
- An opportunity for developing country Parties to articulate their key capacity-building needs and constraints;
- Valuable feedback to the Party for its consideration of whether any "course corrections" are needed in its efforts to achieve its targets;
- A demonstration of improvements in national data collection and reporting capacity over time, providing an enabling framework for Parties to increase ambition in their successive NDCs;
- Essential input to the GST to assess collective progress.

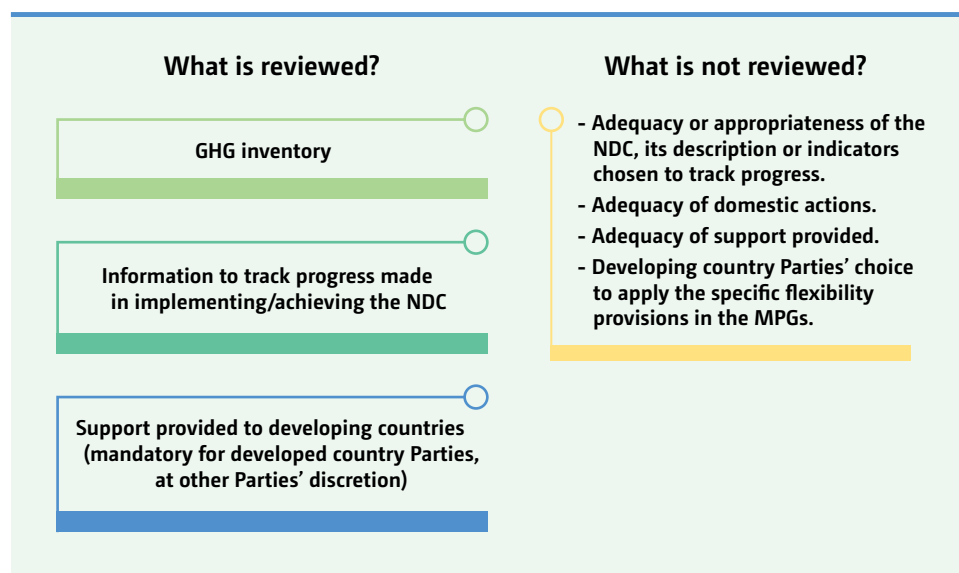
► *Decision 18/CMA.1, annex, paras. 146, 150 and 175–178*

### 3.3.1 Technical expert review

The technical expert review team assesses specific elements of a Party's BTR, namely the national GHG inventory, information necessary to track progress in implementing and achieving the NDC and information on FTC support provided to developing country Parties. The technical expert review team's primary objectives are to assess whether the Party's reporting is consistent with the MPGs; consider the Party's implementation and achievement of its NDC; identify areas for improvement related to the Party's implementation of Article 13 of the Paris Agreement; and, for those developing country Parties that need capacity-building, identify capacity-building needs.

Figure 10 highlights what information is and is not subject to the technical expert review; specific elements in the BTR (and the national GHG inventory, if submitted separately) are subject to review, while the NDC itself is not. However, some elements related to the NDC contained in the BTR are subject to review to assess their consistency with the MPGs. These elements include the description of the NDC, provision of indicators for tracking progress in implementing and achieving the NDC, and descriptions of the assumptions, methods and data used for estimating emissions and removals and for accounting.

Figure 10  
**Elements reviewed during the technical expert review of the biennial transparency report**



► *Decision 18/CMA.1, annex, paras. 149–150*

The technical expert review team must include individuals with the necessary expertise to review the information submitted in the BTR on the GHG inventory, on tracking progress in implementing and achieving the NDC and on support provided and mobilized (see box 7).

#### Box 7

#### Composition of technical expert review teams

In accordance with decision 18/CMA.1, annex, paragraphs 175–182, the members of the technical expert review team must collectively possess the relevant competencies to cover all areas of the review. Specifically, these competency areas are:

- Each significant GHG inventory sector
- Mitigation
- Support
- Cooperative approaches and internationally transferred mitigation outcomes, when applicable
- LULUCF

When assembling teams, criteria such as language ability of individuals and geographical and gender balance in the team are considered.

The size of the team will depend on several factors, including the Party being reviewed (its size and the complexity of its economy), the nature of the review (whether an in-country, desk or centralized review) and accounting considerations (e.g. whether cooperative approaches have been used). It is possible for one expert to offer expertise on more than one topic in the list above.

Reviews can take place in one of four formats, which are listed in table 6. The technical expert review of information submitted in the BTR should take place over the course of no more than a year, and within the two-year period between BTR submissions.

► *Decision 18/CMA.1, annex, section VII.C–D*

► *Decision 18/CMA.1, annex, paras. 158–161*

Table 6  
**Description and frequency of biennial transparency report review formats**

Type of review	Description	Frequency*
<b>In-country review</b>	The technical expert review team visits a host country to conduct a review of the Party's submission and observe institutional arrangements first hand	Required for all Parties at least twice in a 10-year period, including for the review of the first BTR (except for developing country Parties that decide to invoke flexibility in the light of their capacities and choose to undergo a centralized review), the review of any BTR where a Party provides information on the achievement of its NDC, and when the previous technical expert review team or the Party requests such a review to take place in an interim year
<b>Centralized review</b>	The technical expert review team convenes in one place and reviews the BTRs of several Parties for consistency with the MPGs	All reviews that do not meet the requirements for an in-country review or for which a desk review is not undertaken are subject to a centralized review
<b>Desk review</b>	Technical expert review team members review one or more BTRs from their respective locations	No more than once every five years
<b>Simplified review</b>	The secretariat (not a technical expert review team) reviews the GHG inventory in a simplified manner through a series of checks developed in cooperation with the lead reviewers under the Paris Agreement	The simplified review applies only to the review of GHG inventories submitted by developed country Parties in years in which a BTR is not due

\* Additional flexibility is available to developing country Parties that need it in the light of their capacities (see table 7).

► *Decision 24/CP.19, decision 1/CP.24 para. 42 and decision 5/CMA.3, para. 48*

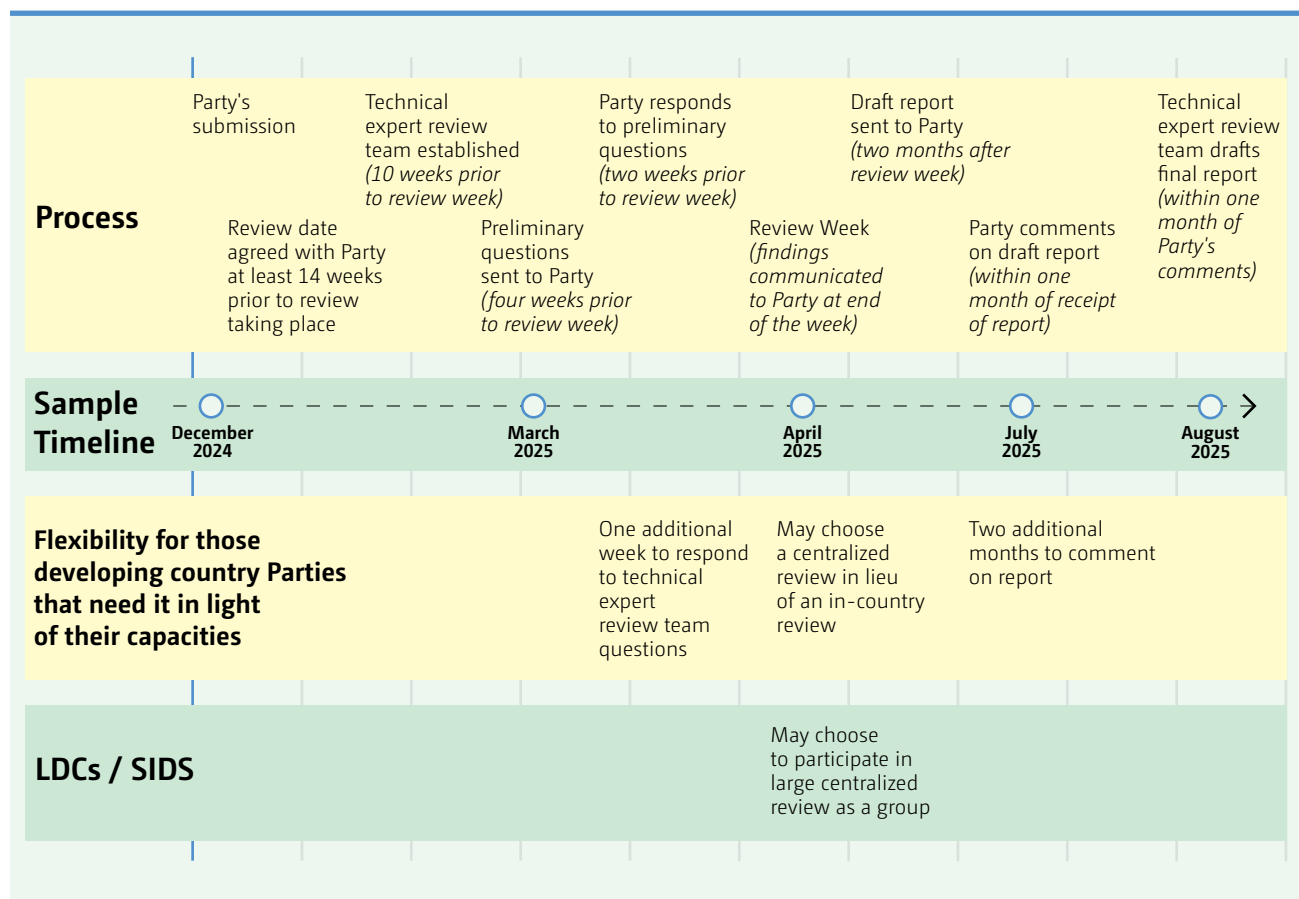


Developed country Parties are required to submit an annual GHG inventory under the Convention. For developed country Parties to the Paris Agreement, the GHG inventory submitted as part of the BTR will fulfil this reporting obligation every second year. In the year in which a BTR is not submitted, these Parties must still submit a GHG inventory by 15 April (with the same scope and following the same reporting guidelines as the inventory included in the BTR), but the report will be reviewed through the simplified review procedure described in table 6.

► *Decision 18/CMA.1, annex, para. 162*

Figure 11 shows a sample timeline for the technical expert review process, including flexibility for developing country Parties that need it in the light of their capacities and options available for SIDS and the LDCs, while table 7 outlines the responsibilities of Parties subject to a technical expert review.

Figure 11  
Sample timeline for technical expert review



As can be seen in table 7, flexibilities are granted to developing country Parties during the review process, if needed (see also table 6 and figure 11).

The technical expert review team's report on its findings of the review is an important vehicle for communicating information to the Party under review, the CMA and interested stakeholders. The report:

► Decision 18/CMA.1, annex, paras. 7 and 190

- Serves as a tool for the Party under review to improve its reporting and transparency over time and, for developing country Parties, highlights needs related to FTC;
- Serves as input to the FMCP and, ultimately, the global stocktake (see chap. 4);
- Is made publicly available, along with the Party's BTR, for consideration by other Parties and the global community.

► Decision 20/CMA.1, annex, para. 22(b)

The committee to facilitate implementation and promote compliance may, with the consent of the Party concerned, engage in a facilitative consideration of issues in cases of significant and persistent inconsistencies of the information submitted by a Party pursuant to Article 13, paragraphs 7 and 9, of the Paris Agreement with the MPGs. This

► *Decision 5/CMA.3, annex, para. 40*

consideration will be based on the recommendations made in the final technical expert review reports together with any written comments provided by the Party during the review. CMA 3 operationalized this approach by inviting the committee to liaise with lead reviewers, as needed, when identifying cases of significant and persistent inconsistencies.

Effective implementation of the ETF requires a sufficient number of qualified reviewers. Through the training programme for technical expert reviewers of BTRs developed under the Paris Agreement, it is expected that experts can enrol in the courses and become qualified and periodically available to participate in the review of BTRs (see box 8).

Table 7

**Responsibilities of Parties during technical expert review of biennial transparency reports**

► *Decision 18/CMA.1, annex, chap. VII.D*

	In-country review	Centralized review	Desk review
Before the review week	Agree with the secretariat on the date of the review at least 14 weeks prior to that date.		
	Coordinate with the secretariat to identify a venue for the review, and on the review logistics and agenda. Prepare, to the extent possible, for any language issues (if not all technical expert review team members understand the language used in the BTR).		
	Coordinate internally to respond to any questions from the technical expert review team, beginning four weeks prior to the review week, with the aim of answering all questions within two weeks (or three weeks for developing countries that need flexibility in the light of their capacities).		
During the review week	Participate in in-person meetings with the technical expert review team.		
	Continue to respond to questions from the technical expert review team.		
	Consider the recommendations or encouragements received. (Recommendations are phrased using “shall” language and encouragements are framed using “should” language.) In addition, developing country Parties that need flexibility in the light of their capacities will work with the technical expert review team to identify and list their capacity-building needs.		
After the review week	Answer any remaining questions from the review week within two weeks of receipt (three weeks for developing country Parties applying flexibility in the light of their capacities).		
	Provide comments within one month from the receipt of the draft report. Developing country Parties applying flexibility in the light of their capacities have three months.		
	Coordinate with the technical expert review team and/or the secretariat to finalize the report, as needed.		
	Incorporate the findings from the technical expert review team report into a plan to be addressed in a future BTR.		



## Box 8

### Technical expert reviewers and training programme: facts and figures

► *Decision 18/CMA.1, paras. 5 and 12, and decision 5/CMA.3 and its annex VII*

#### How many technical expert reviewers will be needed to support implementation of the Paris Agreement?

The demand for qualified and available expert reviewers under the Paris Agreement is significant. Although the exact number of expert reviewers needed will vary year by year depending on the format of reviews and the number and timing of BTR submissions received, estimates are that, over the two-year cycles up to 2030, an increasing number of expert reviewers will be needed (far higher than the number currently supporting similar processes under the Convention and its Kyoto Protocol):

	2025	2026	2025-2026	2027	2028	2027-2028	2029	2030	2029-2030
Minimum number of experts	190	650	840	240	690	930	380	1,165	1,545
Maximum number of experts	285	930	1,215	360	1,020	1,380	545	1,730	2,275

#### How do I become an expert reviewer of BTRs under the Paris Agreement?

To take the courses, an expert must first be on the UNFCCC roster of experts. Experts must be nominated to the roster by a Party or an intergovernmental organization. Technical experts are encouraged to investigate their routes for nomination and, once on the roster, enrol in the training courses currently available for reviews of annual GHG inventories, national communications, biennial reports and biennial update reports under the Convention and its Kyoto Protocol. By becoming active now, experts can support the current MRV system and be well placed to build on their knowledge and experience once the full training programme under the Paris Agreement becomes operational. Moreover, experts who have already passed examinations under the current MRV arrangements will not need to take courses or examinations covering the same information to become eligible reviewers under the Paris Agreement.

#### How will the training programme be structured and which courses will be available?

The training programme for technical expert reviewers reflects the guidance provided in decisions 18/CMA.1 and 5/CMA.3. The secretariat, taking into account technical advice from the CGE and the lead reviewers on development and implementation, will make the courses comprising the training programme available from 1 March 2023, prioritizing the development of training courses aimed at providing a general overview of the ETF. The following additional courses will be available by September 2023: technical review of national GHG inventory reports (with sectoral modules in line with chap. II of the MPGs); technical review of the information necessary to track progress in implementing and achieving NDCs (in line with chap. III of the MPGs); and technical review of the information on FTC support provided to developing country Parties (in line with chap. V of the MPGs).

Information on what other reviewers think about the process is available at <https://unfccc.int/news/wanted-expert-reviewers-to-enable-transparency-of-climate-action>.

► *Article 13, para. 11, and  
decision 18/CMA.1,  
annex, para. 190*

► *Decision 18/CMA.1,  
annex, para. 192*

### 3.3.2 Facilitative, multilateral consideration of progress

A Party participates in the FMCP to highlight its efforts under Article 9 of the Paris Agreement and its implementation and achievement of its NDC.

Built on the multilateral assessment for developed country Parties and the facilitative sharing of views for developing country Parties under the Convention, the FMCP provides a public opportunity to showcase a Party's activities related to climate change mitigation and adaptation as well as the support provided, needed and received (as applicable) related to FTC. Although the exact format and style of the FMCP will be discussed and shaped over the coming years in the lead-up to the first FMCP, a consideration of the current processes for multilateral assessment and facilitative sharing of views can shed some light on what countries may expect (see box 9).

#### Box 9

#### Multilateral assessment and facilitative sharing of views: webcasts at SBI 52–55

For an overview of the role of Parties and the types of information presented in the current multilateral assessment and facilitative sharing of views processes, see the webcasts from SBI 52–55:

- Multilateral assessment: <https://unfccc.int/MA>
- Facilitative sharing of views: <https://unfccc.int/ICA-cycle3>

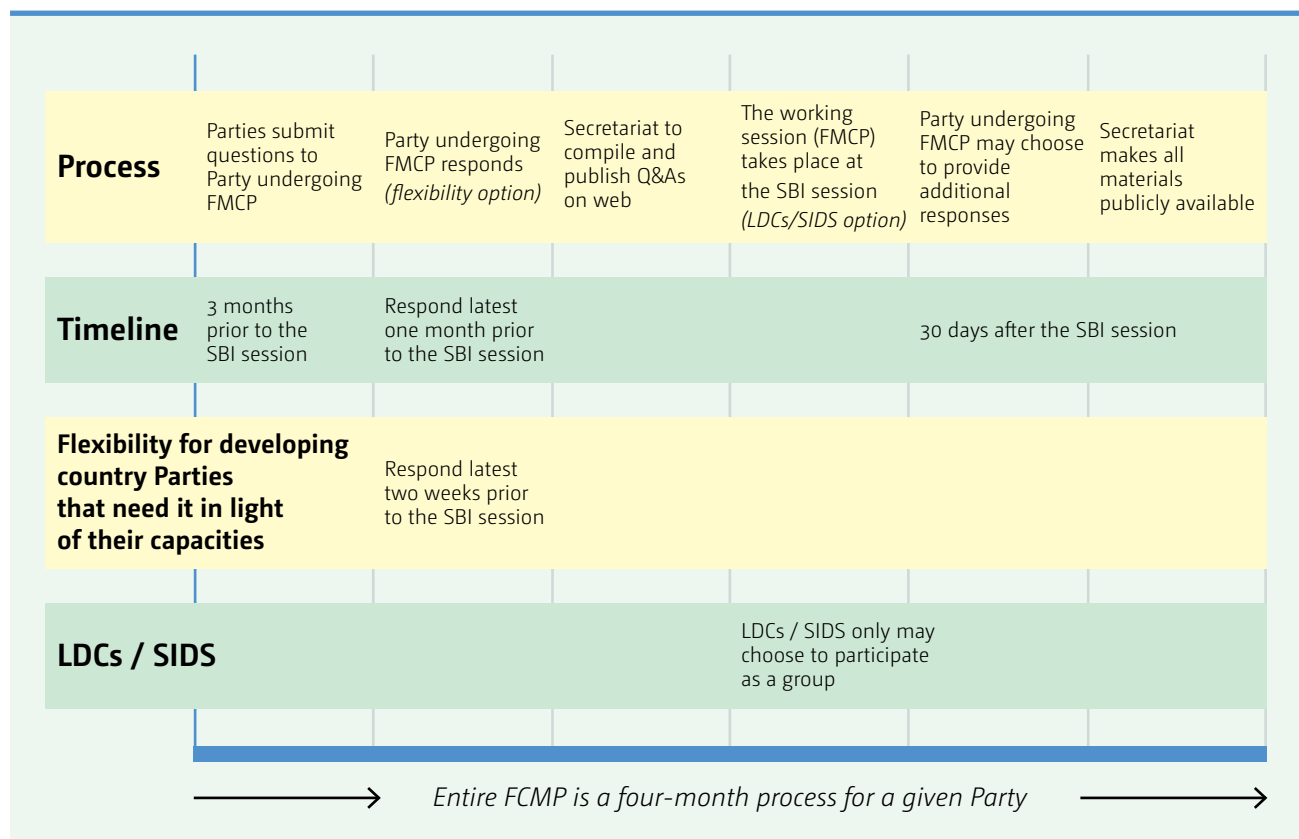
► *Decision 18/CMA.1,  
annex, chap. VIII.C*

The overall process for the FMCP and the flexibilities offered to developing country Parties that need them in the light of their capacities, as well as the alternative arrangements offered to SIDS and the LDCs, are shown in figure 12. The FMCP process will be launched three months prior to a session of the SBI, offering countries an opportunity to pose questions to the Party subject to FMCP. The material that will be under discussion includes (1) the information in the Party's BTR (specifically, information on the GHG inventory, the tracking of progress in implementing and achieving the NDC, and financial, technology transfer and capacity-building support, as reported in the BTR by developed and developing country Parties);<sup>8</sup> (2) the technical expert review team's review report of the BTR submission; and (3) any additional information the Party subject to FMCP wishes to introduce. The Party is asked to respond to any questions from other Parties one month prior to the SBI session (two weeks prior to the session for those developing country Parties that need flexibility in the light of their capacities).

8 Countries other than developed country Parties that report information on FTC support provided to developing country Parties may include this information in the FMCP at their discretion (decision 18/CMA.1, annex, paras. 150(c) and 190(a)).

Figure 12

## Stages of the facilitative, multilateral consideration of progress



► [Decision 18/CMA.1, annex, paras. 193–194](#)

At a working group session, which will coincide with an SBI session, the Party subject to FMCP will give a brief presentation to highlight its domestic and international activities related to climate change and will then answer questions from other Parties. Typically, several Parties will undergo FMCP at each session. The LDCs and SIDS may undergo this phase of the FMCP (the working group session) as a group and should notify the secretariat if they wish to make use of this provision.

The secretariat will make all materials from the FMCP available on the UNFCCC website, including the inputs (the Party's BTR, the technical expert review report and any other information provided by the Party), the outputs from the question-and-answer period, the Party's presentation at the session, a webcast of the session and a summary report of the proceedings.



Chapter 4

# **INSTITUTIONAL ARRANGEMENTS FOR THE ENHANCED TRANSPARENCY FRAMEWORK**

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## 4. Institutional arrangements for the enhanced transparency framework

Just as the ETF regime builds on the current MRV arrangements under the Convention, the current institutional arrangements in countries can serve as a foundation upon which to build for ETF implementation. It is important to remember that meeting the reporting obligations under the Paris Agreement is a process, and countries are at different starting points. Most developed countries have institutional arrangements in place that are relatively established when compared with some developing countries. In this regard, there are two points to consider. First, developed country Parties have been regularly communicating GHG inventories, national communications and biennial reports under the Convention – some for over 25 years – and the systems they have in place now are vastly different from those they had in place in the mid-1990s. Developing countries do not have this history. Under the reporting requirements for national communications adopted in 2002, developing countries “may” report on institutional arrangements, but there is no specific guidance as to what these arrangements entail. More recently, developing countries have been gaining experience by using existing or establishing new domestic MRV systems. Second, not all developed countries (and not all developing countries) are at the same stage, even today. Countries establish their national institutional arrangements at different paces and in different ways that reflect their national circumstances.

► *Decision 17/CP.8, annex, para. 5*

► *Decision 21/CP.19*

All Parties will now need to reconsider the state of their domestic institutional arrangements in the light of the requirements of the Paris Agreement. The secretariat, the constituted bodies under the Convention and other international organizations will need to consider what activities will be necessary to support Parties in the evolving implementation process under the Paris Agreement.

### 4.1 Development of domestic institutional arrangements

The establishment of well-considered, relevant institutional arrangements is a key enabling factor for the successful implementation of the Paris Agreement. Countries are encouraged to establish institutional arrangements appropriate to supporting the communication of their NDCs and the reporting of their BTRs, and they are required to report on these arrangements in the NDC and BTR, as noted in chapter 3 (see also table 1 and table 2).

The growing body of experience in both developed and developing countries highlights the importance of Parties establishing the necessary expertise in country rather than relying on third parties to develop one-off reports for submission to the secretariat. In fact, the more regular reporting demands associated with the BTRs, including the national GHG inventory, along with the existing requirements to submit national communications, call for more permanent, sustainable, and predictably funded institutional arrangements at the national level. As can be seen in figure 13, the work to produce the second BTR will begin before the cycle of review for the first BTR has ended.

► *Decision 4/CMA.1, annex I, para. 4, and decision 18/CMA.1, annex, paras. 18–19, 61–63, 106, 119–120 and 130*



Figure 13

**Possible timeline for the submission of successive biennial transparency reports** (dates are given as indicative examples)



When establishing institutional arrangements, Parties will need to ask themselves fundamental questions about how they will implement the Paris Agreement, including:

- **Which organizations will be involved in implementation?** According to experience gained under the Convention, in most countries one single government entity has overall responsibility for submitting reports to the secretariat; however, that entity probably coordinates with multiple other entities at the national and/or subnational level (including government agencies, industry organizations, educational institutions, research organizations and other interested stakeholders);
- **Is there a need to establish a regulatory framework to support information collection or policy implementation? What types of arrangement could be established among interested stakeholders?** Formal agreements can be helpful to establish a sustainable process, for example for collecting the necessary underlying data (e.g. activity data for the GHG inventory or specific indicators for tracking progress). These may take the form of legislative decrees, memorandums of understanding and other institutional arrangements;

- **What type of information management system can be developed?** BTRs are due every two years and NDCs are to be communicated every five years. A successful domestic framework is one in which each successive submission builds on the work of the previous submission.

## 4.2 Key bodies and initiatives supporting the transition to the enhanced transparency framework

Key bodies and initiatives that can support Parties in preparing for and implementing the Paris Agreement are discussed below.

### 4.2.1 Secretariat

The secretariat provides organizational support and technical expertise at negotiations and to institutions and facilitates the flow of authoritative information on the implementation of the Convention, the Kyoto Protocol and the Paris Agreement.

The secretariat is actively engaged in preparatory support for the ETF on many fronts, including by:<sup>9</sup>

- Assisting with the design of effective technical expert review and FMCP processes by taking stock of the lessons learned from current processes under the Convention and its Kyoto Protocol for the review of GHG inventories, national communications and biennial reports; the technical analysis of biennial update reports; and multilateral assessment and facilitative sharing of views;
- Working to support Parties in the negotiations on the ETF, including those which led to the adoption of the MPGs in 2018 and of the remaining guidance needed to operationalize the ETF in 2021 (which include CRTs and CTF tables, outlines for the BTR, national inventory document and technical expert review report, and the mandate for development of the training programme for technical expert reviewers);
- Serving as a resource for the constituted bodies and various international organizations as they ramp up their efforts to support countries, particularly developing country Parties, in the transition to the ETF;
- Modifying and, as appropriate, developing new information technology tools, including the reporting tools for the electronic reporting of the CRTs and CTF tables mandated at CMA 3, and other materials to support the reporting, review and FMCP processes;
- Supporting countries in enhancing their capacities, as needed, to enable their effective participation in the ETF, including by providing capacity-building opportunities and events, facilitating exchange at the technical level among experts and supporting initiatives aimed at addressing the capacity constraints of developing country Parties in particular.

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<sup>9</sup> For more information on the secretariat's work in this regard, see <https://unfccc.int/Transparency>

#### 4.2.2 Constituted bodies

There are several constituted bodies under the Convention that will serve the Paris Agreement, as well as some bodies established specifically under the Paris Agreement. These bodies include the CGE, the committee to facilitate implementation and promote compliance, the Paris Committee on Capacity-building, the Adaptation Committee and the Least Developed Countries Expert Group.

The CGE in particular will continue to be active, including by providing developing country Parties with technical advice and support for preparing their BTRs and by providing technical advice to the secretariat on developing and implementing the training of technical expert review teams.<sup>10</sup>

► *Decision 20/CMA.1*

The committee to facilitate implementation and promote compliance was established under Article 15, paragraph 2, of the Paris Agreement to support Parties in implementing the Agreement (see chap. 6). The modalities and procedures elaborate on different matters ranging from the scope of the committee's work and its modes of initiation to the measures the committee may take. The rules of procedure related to the institutional arrangements of the committee were adopted at CMA 3, with further work on the remaining rules of procedure of the committee to be addressed at subsequent CMA sessions.

► *Decision 24/CMA.3*

The Paris Committee on Capacity-building was established in 2015 to address current and emerging gaps and needs in implementing and enhancing capacity-building in developing countries. It strives to bring together actors at the local, national, regional and global level to foster an environment of learning and information exchange, allowing for the enhancement of current and future efforts.<sup>11</sup>

The Adaptation Committee, as part of its work on promoting the implementation of enhanced action on adaptation in a coherent manner under the Convention, will prepare, with input from Working Group II of the IPCC, draft supplementary guidance on adaptation communications for voluntary use by Parties.<sup>12</sup>

The Least Developed Countries Expert Group, in collaboration with the Adaptation Committee, is working to develop and regularly update an inventory of relevant methodologies for assessing adaptation needs, including needs related to action, finance, capacity-building and technological support in the context of national adaptation planning and implementation.<sup>13 14</sup>

<sup>10</sup> For more information on the role of the CGE, see <https://unfccc.int/CGE>.

<sup>11</sup> For more information on the role of the Paris Committee on Capacity-building, see <https://unfccc.int/pccb>.

<sup>12</sup> For more information on the role of the Adaptation Committee, see <https://unfccc.int/Adaptation-Committee>.

<sup>13</sup> For more information on the role of the Least Developed Countries Expert Group, see <https://unfccc.int/LEG>.

<sup>14</sup> For more information on the roles of other constituted bodies, see <https://unfccc.int/process-and-meetings/bodies/the-big-picture/what-are-governing-process-management-subsidiary-constituted-and-concluded-bodies>

### 4.2.3 Financial Mechanism

The Financial Mechanism was established under the Convention in recognition of the fact that countries vary in their capacity to prevent and cope with the consequences of climate change. Article 11 of the Convention states that the operation of the Financial Mechanism is entrusted to one or more existing international entities. The entities entrusted with the operation of the Financial Mechanism are the Green Climate Fund<sup>15</sup> and the Global Environment Facility.<sup>16</sup> The Global Environment Facility provides financial support to the activities and projects of developing country Parties, including reporting of national communications and biennial update reports. The Green Climate Fund was established at COP 16 and is intended to be the main fund for mobilizing climate finance to meet the respective goals under the Convention and the Paris Agreement. The provision of timely, adequate and predictable FTC support is also a key element to enable developing country Parties to unlock their full potential to implement the ETF.

► *Decision 1/CP.21, para. 84*

### 4.2.4 Capacity-building Initiative for Transparency

The Capacity-building Initiative for Transparency was established with three goals: (1) to strengthen national institutions for transparency-related activities in line with national priorities; (2) to provide relevant tools, training and assistance for meeting the provisions of Article 13; and (3) to assist in the improvement of transparency over time. At the end of 2018, the Initiative had 41 active national projects in Africa, Asia, Eastern and Central Europe, and Latin America and the Caribbean.<sup>17</sup>

<sup>15</sup> See <https://www.greenclimate.fund/>.

<sup>16</sup> See <https://www.thegef.org/>.

<sup>17</sup> For more information on the Capacity-building Initiative for Transparency, see <https://www.thegef.org/topics/capacity-building-initiative-transparency-cbit>.





Chapter 5

# GLOBAL STOCKTAKE

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## 5. Global stocktake

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*Article 14, paras. 1–2 and  
Article 13, paras. 5–6*

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► *Article 14, para. 3  
and Article 4, para. 9,  
and decision 19/CMA, para. 1*

The CMA is mandated to periodically (every five years) take stock of the implementation of the Paris Agreement to assess collective progress towards achieving its purpose and long-term goals. The first GST began in 2021 and was mandated to be completed in 2023, with subsequent global stocktakes to be conducted every five years thereafter. The information reported and reviewed under the ETF will serve as one of several inputs to the GST. The GST will be informed by the best available science (provided by the IPCC and others) and will consider backward- (historical) and forward-looking (projected) information.

The GST can be referred to as a significant milestone process, a keystone (a central component on which associated components depend for support) or a capstone (the high point or crowning achievement) in the ambition cycle (see figure 1).<sup>18</sup> The GST is therefore an opportunity for the world to consider the collective contribution of individual actions (NDCs, national adaptation plans) and support under the Paris Agreement, including progress in their implementation, as well as other actions in the light of the overall purpose and goals of the Paris Agreement. On the basis of that collective technical and political assessment, the international community will then be able to identify opportunities for and challenges to enhancing climate action and support and international cooperation. The goal is for all Parties to be informed by the outcome of the GST in further enhancing and updating their actions and support (increasing their ambition), in a nationally determined manner, as well as in enhancing international cooperation for climate action.

The GST is thus an opportunity for world leaders, scientists, national and subnational governments, and civil society to convene to assess progress, challenges and share best practices, lessons learned and opportunities before proceeding to take specific, more ambitious action, offer greater support at the national level and enhance international cooperation and support.

The governance of the GST consists of different levels: while the CMA has the overall responsibility to conduct the GST, the SBSTA and the SBI are mandated to assist the CMA in such effort through the Joint Contact Group. Further details and related tasks are described below (see section 5.2).

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<sup>18</sup> Definitions taken from Merriam-Webster dictionary, available at <https://www.merriam-webster.com/>



► Article 13, paras. 5–6

## 5.1 Relationship between the global stocktake and the enhanced transparency framework

The Paris Agreement clearly articulates the fundamental role of the ETF in the GST (see box 10). Taken together, the framework for transparency of action and the framework for transparency of support that compose the ETF are designed to provide clarity on the steps each Party is taking to respond to climate change. These include the FTC support needed and received by developing country Parties and provided and mobilized by developed countries and other countries in a position to do so. The inputs and outputs of the ETF (including Party communications and reports from the technical expert review teams and the FMCP) are important inputs to the GST.

### Box 10

#### Relationship between the enhanced transparency framework and the global stocktake under the Paris Agreement

##### Article 13 of the Paris Agreement

Paragraph 5. **The purpose of the framework for transparency of action** is to provide a clear understanding of climate change action in the light of the objective of the Convention as set out in its Article 2, including clarity and tracking of progress towards achieving Parties' individual nationally determined contributions under Article 4, and Parties' adaptation actions under Article 7, including good practices, priorities, needs and gaps, **to inform the global stocktake under Article 14.**

Paragraph 6. **The purpose of the framework for transparency of support** is to provide clarity on support provided and received by relevant individual Parties in the context of climate change actions under Articles 4, 7, 9, 10 and 11, and, to the extent possible, to provide a full overview of aggregate financial support provided, **to inform the global stocktake under Article 14.**

► Decision 19/CMA.1, paras. 6 and 35–37

► Article 14, para. 3, and Article 4, para. 9

The GST covers the thematic areas of mitigation, adaptation and means of implementation and support, in the light of equity and the best available science. It also considers efforts to address loss and damage and the social and economic consequences of response measures.

The output of the global stocktake is, by design, to inform Parties in updating and enhancing their actions and support, in a nationally determined manner, and to enhance international cooperation for climate action, and the outcome should therefore be reflected in Parties' subsequent NDCs.

## 5.2 Components of the global stocktake

There are three components of the GST, which are discussed in this section. The Chairs of the subsidiary bodies are mandated to develop guiding questions for each of the components.

► Article 14, para. 2

► Decision 19/CMA.1, paras. 8  
and 20–21

### 5.2.1 Component one: collection and preparation of information

The **information collection and preparation component** of the GST will commence during a designated session of the CMA and will end six months prior to the CMA session that will mark the conclusion of the respective GST cycle unless critical information becomes available after this deadline (for the first GST, from CMA 3 in November 2021 until the session of the subsidiary bodies in May 2023). Inputs to the GST will be derived from a variety of sources as part of the information collection and preparation component of the GST. Inputs include information reported by Parties in their BTRs on GHG emissions and removals; the status of their mitigation efforts; their overall progress in implementing and achieving NDCs; barriers and challenges, including FTC gaps faced by developing country Parties; and on the status of adaptation efforts. As part of this component, the secretariat is mandated to prepare four synthesis reports and constituted bodies and forums are also invited to prepare synthesis reports (see table 8). All of the information will be made available online by the secretariat. In addition, the secretariat will facilitate the organization of a webinar by the authors of its four synthesis reports to clarify the methodologies and assumptions used when preparing those reports. The Joint Contact Group of the subsidiary bodies will assess the information provided, identify any potential information gaps and, if necessary, request further inputs to be submitted prior to the deadline for submission of information (six months prior to the consideration of outputs, which, for the first GST, is May 2023).

Table 8

### Summary of synthesis reports to be prepared for the first GST

Synthesis reports to be prepared by the secretariat, under the guidance of the co-facilitators of the technical dialogue (as per 19/CMA.1, paras. 23 and 36)
The state of <b>GHG emissions by sources and removals by sinks and mitigation efforts</b> undertaken by Parties, including information referred to in Article 13, paragraph 7(a), and Article 14, paragraphs 7, 15 and 19, of the Paris Agreement, taking into account previous experience in preparing such reports.
The <b>overall effect of Parties' NDCs</b> and overall progress towards their implementation, summarizing the most recent information, including those referred to in Article 13, paragraph 7(b), of the Paris Agreement.
The state of <b>adaptation efforts, support, experience and priorities</b> , summarizing the most recent information, including those referred to in Article 7, paragraphs 2, 10, 11 and 14, and the reports referred to in Article 13, paragraph 8, of the Paris Agreement.
The <b>finance flows</b> , including the information referred to in Article 2, paragraph 1(c), and <b>means of implementation and support, and mobilization and provision of support</b> , including the information referred to in Article 9, paragraphs 4 and 6, Article 10, paragraph 6, Article 11, paragraph 3, and Article 13, paragraphs 9 and 10, of the Paris Agreement.
Other synthesis reports that constituted bodies and forums, and other institutional arrangements are invited to prepare, with the assistance of the secretariat (as per 19/CMA.1, para. 24 and the revised non-paper by the Chairs of the subsidiary bodies "Preparing for the first global stocktake") <sup>19</sup>
Efforts to enhance understanding, action and support, on a cooperative and facilitative basis, related to <b>averting, minimizing and addressing loss and damage</b> associated with the adverse effects of climate change.
<b>Barriers and challenges</b> , including finance, technology and capacity-building gaps, faced by developing countries.
<b>Fairness considerations</b> , including equity, as communicated by Parties in their NDCs.
<b>Good practices, experiences and potential opportunities</b> to enhance international cooperation on mitigation and adaptation and to increase support under Article 13, paragraph 5, of the Paris Agreement.

19 Available at [https://unfccc.int/sites/default/files/resource/REV\\_Non-paper\\_on\\_Preparing\\_for\\_GST1\\_forSBs\\_15Sept.pdf](https://unfccc.int/sites/default/files/resource/REV_Non-paper_on_Preparing_for_GST1_forSBs_15Sept.pdf).

► *Decision 19/CMA.1,  
paras. 8, 21 and 29–32*

### 5.2.2 Component two: technical assessment

The **technical assessment component** will begin at the session following the commencement of the information collection and preparation component of the GST and conclude six months prior to the final CMA session of that cycle (for the first GST, from the session of the subsidiary bodies in June 2022 until the session of the subsidiary bodies in June 2023).

The technical assessment component will comprise a series of technical dialogues and will take place over two or three sessions of the subsidiary bodies, depending on the timing of publication of scheduled IPCC reports. It will allow engagement of and between constituted bodies, forums, and other institutional arrangements under or serving the Paris Agreement and/or Convention, and experts. The technical dialogues will consider information as it becomes available, taking into account any input provided up to three months in advance, on the basis of guiding questions developed by the Chairs of the subsidiary bodies. The technical dialogues aim to support the work of the joint contact group of the subsidiary bodies. The outputs of the technical assessment will be contained in summary reports for each thematic area of the global stocktake and a cross-cutting, overarching factual synthesis of the reports.

► *Decision 19/CMA.1,  
paras. 33–34*

### 5.2.3 Component three: consideration of outputs

The third and final phase of the GST process focuses on discussing the implications of the findings of the technical assessment to inform Parties in updating and enhancing, in a nationally determined manner, their actions and support in accordance with relevant provisions of the Paris Agreement, as well as in enhancing international cooperation for climate action. The **consideration of outputs** will consist of high-level events to be held during the CMA session at the end of the respective cycle (for the first GST, in November–December 2023).



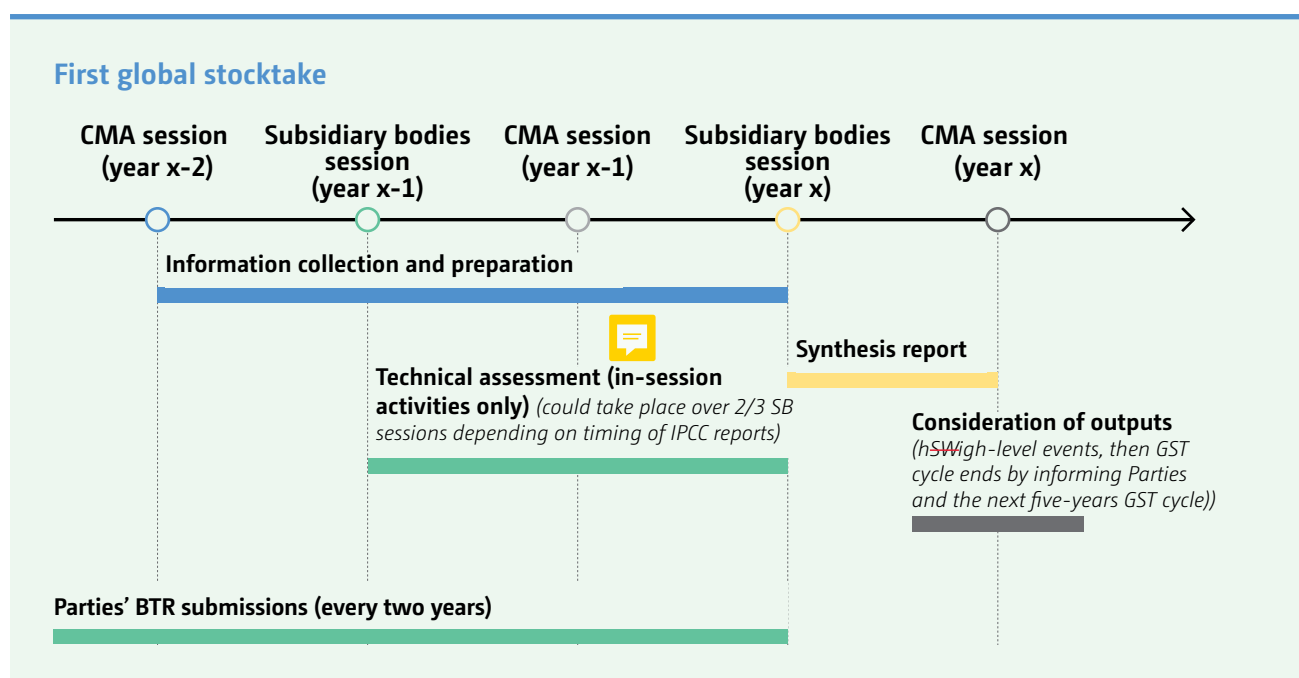
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The high-level events will be chaired by a high-level committee comprising the President of the CMA and the Chairs of the subsidiary bodies. For each thematic area, the outcome of this component will identify collective opportunities and challenges in enhancing action and support, as well as possible measures, good practices and cooperation opportunities. Ultimately this component will identify opportunities and challenges in enhancing support, identify possible measures and good practices and international cooperation and related good practices, summarize key political messages and recommendations for strengthening action and enhancing support. This component aims to culminate in a CMA decision and/or declaration.

Figure 14 examines the relationship between BTRs submitted under the ETF and the GST cycle. Reports and communications from Parties, in particular those submitted under the Paris Agreement and the Convention, are primary inputs to synthesis reports for the GST.

Figure 14.

**Relationship between the periodic global stocktake and biennial transparency report submission processes.** Year marked as “X” corresponds to 2023 and every five years thereafter.







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Chapter 6

# **FACILITATING IMPLEMENTATION AND PROMOTING COMPLIANCE UNDER THE PARIS AGREEMENT**

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## 6. Facilitating implementation and promoting compliance under the Paris Agreement

► *Article 15, paras. 1–2*

As called for in the Paris Agreement, a committee was established to serve as a mechanism to facilitate the implementation of and promote compliance with its provisions. The committee is expert-based and facilitative in nature and functions in a manner that is transparent, non-adversarial and non-punitive, paying particular attention to the respective national capabilities and circumstances of Parties.

### 6.1 Initiation of compliance considerations, including through the enhanced transparency framework

► *Decision 20/CMA.1, annex, paras. 20, 22(a–b) and 32*

Parties and the committee may engage with each other on implementation and compliance in the following ways (see also figure 15):

- A Party may approach the committee on its own initiative with respect to its own implementation of and/or compliance with any provision of the Paris Agreement;
- The committee will initiate the consideration of issues in cases where a Party has not:
  - (a) Communicated or maintained an NDC under Article 4 of the Paris Agreement;
  - (b) Submitted a national inventory report of GHG emissions by sources and removals by sinks of GHGs under Article 13, paragraph 7(a), of the Paris Agreement;
  - (c) Communicated the information necessary to track progress in implementing and achieving its NDC under Article 13, paragraph 7(b), of the Paris Agreement;
  - (d) Communicated information on FTC support for developing country Parties provided and mobilized under Article 13, paragraph 9, and Article 9, paragraph 7, of the Paris Agreement;
  - (e) Participated in the FMCP;
  - (f) In the case of developed country Parties, submitted a biennial communication under Article 9, paragraph 5, of the Paris Agreement, on indicative quantitative and qualitative information on financial resources to be provided to developing country Parties;

- The committee may, with the consent of the Party concerned, engage in a facilitative consideration of issues in cases of significant and persistent inconsistencies between the information submitted by a Party in its BTR pursuant to Article 13, paragraphs 7 and 9, of the Paris Agreement and the requirements of the MPGs;
- The committee may identify issues of a systemic nature, where issues with respect to the implementation of and compliance with the provisions of the Paris Agreement are faced by a number of Parties, and bring such issues and, as appropriate, any recommendations to the attention of the CMA for its consideration. In addition, the committee may be requested by the CMA to examine issues of a systemic nature and report back with recommendations, as appropriate.

## 6.2 Outputs of consideration by the committee

► *Decision 20/CMA.1, annex,  
paras. 4 and 24–25*

As a facilitative body, the committee does not apply penalties or otherwise take enforcement action, but rather supports Parties in their efforts to implement and comply with the provisions of the Paris Agreement, paying particular attention to the respective national capabilities and circumstances of Parties. To provide such support, the committee works in close consultation with the Party concerned to understand the underlying issues. For example, a Party may provide the committee with information on capacity constraints, needs or challenges, including in relation to support received. Those constraints may have already been identified through the Party's BTR submission in consultation with the technical expert review team or during the FMCP process, or they may be newly identified.

► *Decision 20/CMA.1,  
annex, para. 30*

After consultation with the Party, the committee, in order to facilitate implementation and promote compliance, may take one or more actions, including:

- Engage in a dialogue with the Party concerned with the purpose of identifying challenges, making recommendations and sharing information, including in relation to accessing financial, technological and capacity-building support, as appropriate;
- Assist the Party concerned in engaging with the appropriate financial, technology transfer and capacity-building bodies or arrangements under the Paris Agreement to identify challenges and possible solutions, make recommendations regarding these challenges and communicate recommendations, with the consent of the Party concerned, to the relevant bodies or arrangements, as appropriate;
- Recommend the development of an action plan and, if so requested, assist the Party concerned in developing the plan;
- Issue findings of fact where a Party has not communicated or maintained an NDC, submitted a mandatory report or communication of information under the Paris Agreement, in accordance with Article 9, paragraphs 5 or 7, or Article 13, paragraphs 7 or 9, or participated in the FMCP process.

► *Decision 20/CMA.1, annex, paras. 23 and 28*

It is important to highlight that the committee facilitates implementation. It does not review the substance or content of a Party's NDC or other communications but the timeliness of such submissions.

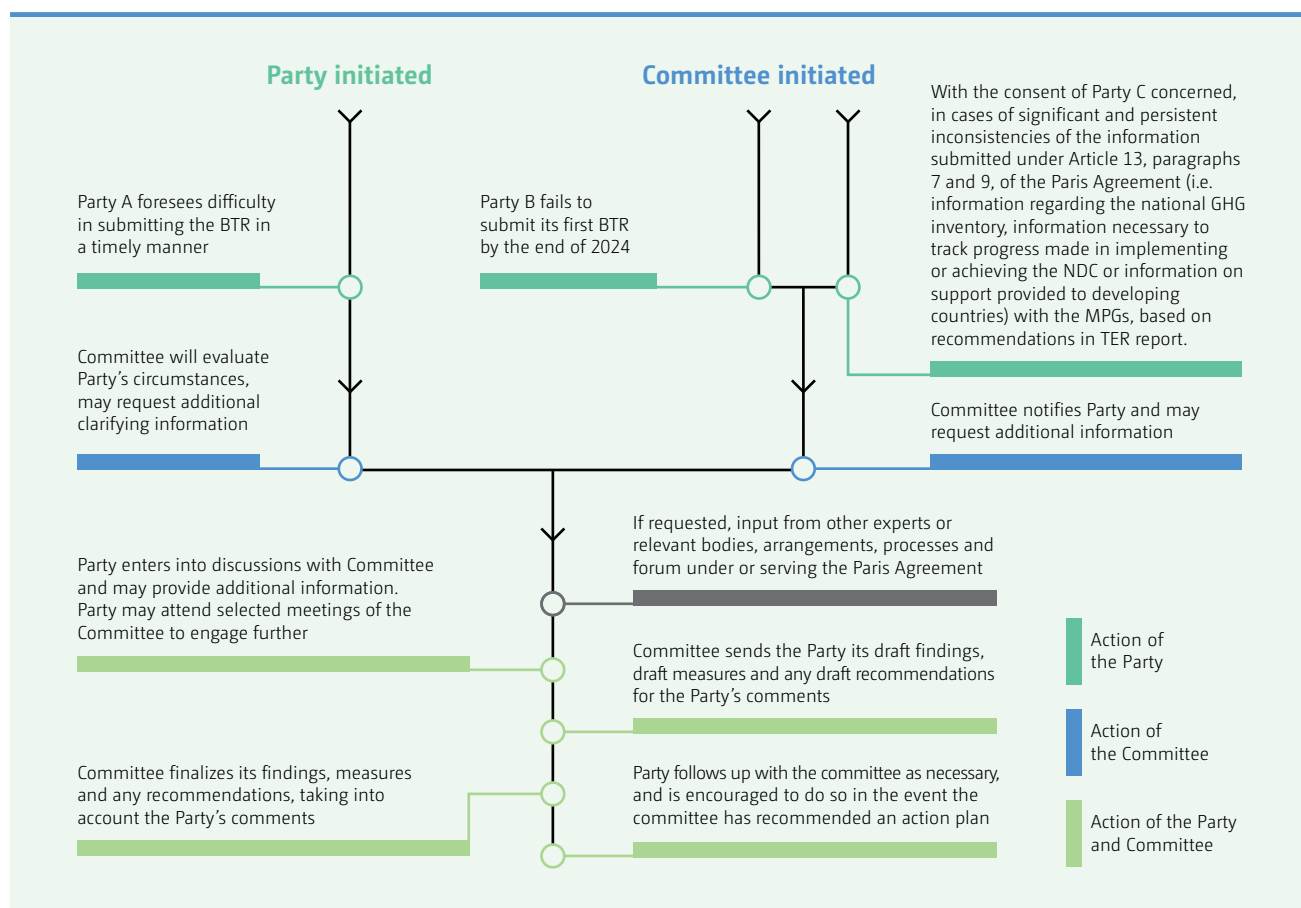
► *Decision 20/CMA.1, annex, para. 29*

Any final measures and outputs of the committee will reflect the nature of the Paris Agreement provision under discussion (e.g. if it is a mandatory requirement), the comments received from the Party concerned, the national capabilities and circumstances of the Party concerned (including special circumstances of SIDS and the LDCs) and situations of force majeure.

In cases where the committee has recommended the development of an action plan, the committee, if so requested, can assist the Party concerned in developing the plan and the Party concerned is encouraged to follow up with the committee to communicate its progress in implementing the action plan.

Figure 15

**Engagement between Parties and the committee to facilitate implementation and promote compliance: a potential scenario regarding the enhanced transparency framework.**







## Chapter 7

# CONCLUSIONS

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## 7. Conclusions

The Paris Agreement introduces a new global regime for addressing climate change. Although the reporting and review requirements related to the ETF build on practices under the Convention and its Kyoto Protocol, there will be new reporting requirements under the Paris Agreement for all Parties, but particularly developing country Parties.

The ETF represents the backbone of the Paris Agreement and is a critical component to reaching its long-term goals. This manual focuses on the requirements introduced by the ETF and its MPGs, especially for the purpose of preparing for the submission of BTRs. The first BTRs are due by the end of 2024 at the latest and every two years thereafter, thus requiring Parties to start preparatory arrangements, including establishing sustainable and robust systems for reporting.

In addition to outlining the requirements of the ETF, this manual sought to enhance understanding of the relationship between the ETF and related processes and bodies under the Paris Agreement, including the communication and accounting of NDCs, activities under Article 6, the linkages with the global stocktake process and the implications for the committee to facilitate implementation and promote compliance.

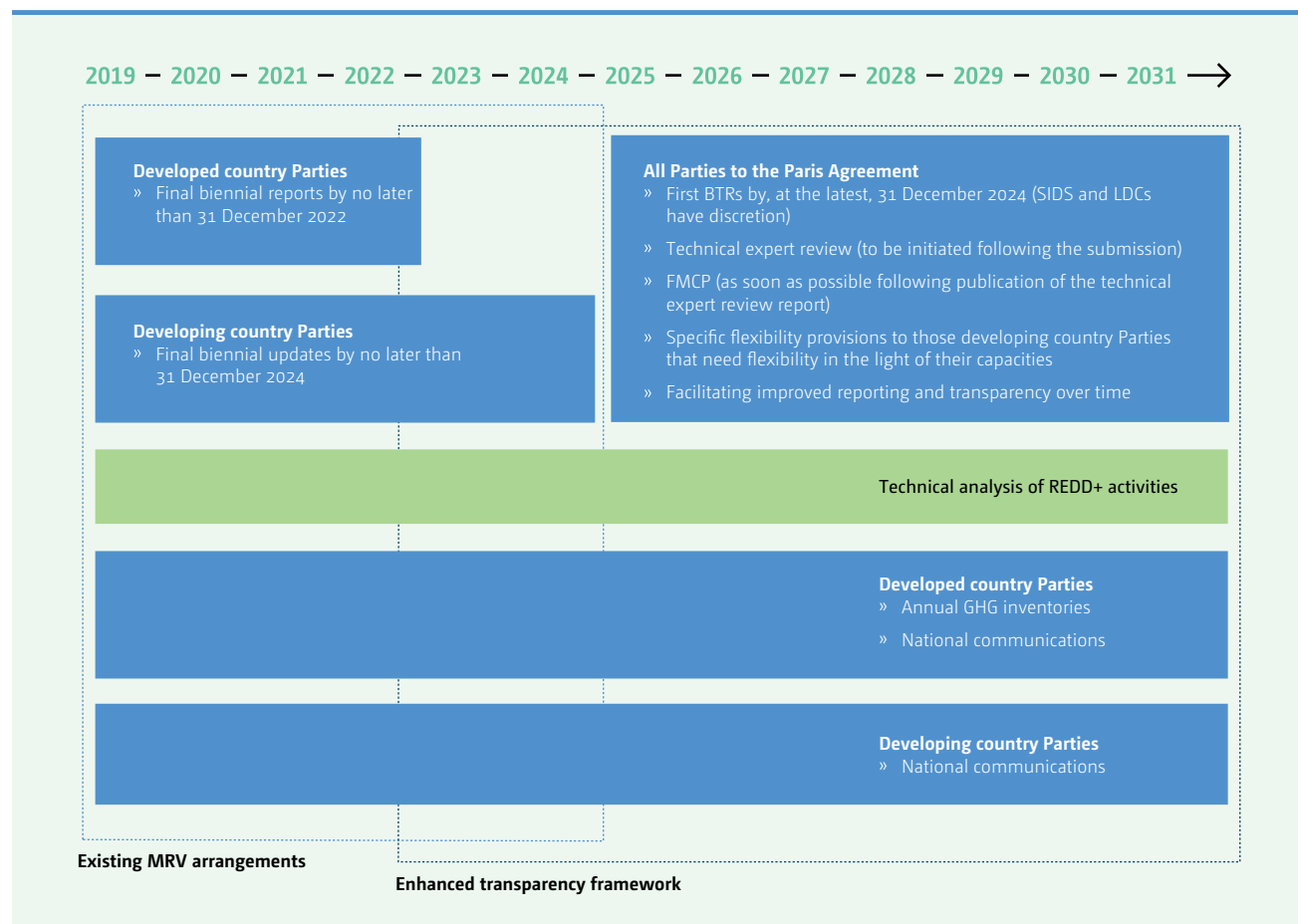
For Parties, this manual, alongside other resources<sup>20</sup>, may therefore prove a useful tool as they seek to develop their institutional arrangements to support implementation of the Paris Agreement, in particular as it provides further clarity on the requirements for the ETF under Article 13. For other non-Party stakeholders, the manual may result helpful in gaining a greater understanding of the key elements of the ETF as well as in further realizing the importance and benefits of transparent climate data and information, in the context of enhanced international climate action. This purpose is aligned with the secretariat's efforts to promote universal participation in the ETF, by engaging and uniting countries, support organizations, the business community, non-governmental organizations and other actors who share a common interest in realizing the benefits of the ETF under the Paris Agreement.<sup>21</sup>

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<sup>20</sup> Examples of available resources to support developing country Parties include those developed by the CGE, available at <https://unfccc.int/CGE>

<sup>21</sup> Further information on the "Momentum towards universal participation in the ETF" are available at <https://unfccc.int/momentum-universal-participation-ETF>

Figure 16  
**Moving towards the enhanced transparency framework**



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## Annexes

### **Annex I. Frequently asked questions on the operationalization of the enhanced transparency framework**

Aiming to strengthen the global response to the threat of climate change, Parties adopted the Paris Agreement in 2015 and, through it, established the ETF. In the ensuing years, Parties developed and adopted the specific operational details and necessary arrangements to implement the ETF. With the aim of moving towards on-the-ground implementation, experts and practitioners may have specific questions they wish to ask to gain a better understanding of relevant decisions and requirements about the operationalization of the ETF as well as the enhancement of the current MRV system under the Convention and its Kyoto Protocol as it relates to the ETF.

The answers provided to frequently asked questions attempt to assist all stakeholders in enhancing their understanding of the ETF.

For the latest list of frequently asked questions, see <https://unfccc.int/enhanced-transparency-framework>.

Additional questions will be included over time. If you have a question regarding the implementation of the ETF that you believe should be included, please send an email to [etf@unfccc.int](mailto:etf@unfccc.int).

## Annex II: References

*The United Nations Framework Convention on Climate Change. 1992. Available at [http://unfccc.int/essential\\_background/convention/background/items/2853.php](http://unfccc.int/essential_background/convention/background/items/2853.php).*

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### Decisions of the Conference of the Parties

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*Adoption of the Paris Agreement. Decision 1/CP.21. Available at <https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf#page=2>*

*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. Decision 1/CP.24. Available at <https://unfccc.int/sites/default/files/resource/10a1.pdf#page=2>*

*Revision of the UNFCCC reporting guidelines on national communications for Parties included in Annex I to the Convention. Decision 6/CP.25. Available at [https://unfccc.int/sites/default/files/resource/cp2019\\_13a01E.pdf#page=28](https://unfccc.int/sites/default/files/resource/cp2019_13a01E.pdf#page=28)*

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### Decisions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement

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*Matters relating to Article 6 of the Paris Agreement and paragraphs 36–40 of decision 1/CP.21. Decision 8/CMA.1. Available at [https://unfccc.int/sites/default/files/resource/cma2018\\_3\\_add1\\_advance.pdf#page=22](https://unfccc.int/sites/default/files/resource/cma2018_3_add1_advance.pdf#page=22)*

*Modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement. Decision 18/CMA.1. Available at [https://unfccc.int/sites/default/files/resource/cma2018\\_3\\_add2\\_new\\_advance.pdf#page=18](https://unfccc.int/sites/default/files/resource/cma2018_3_add2_new_advance.pdf#page=18)*

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*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. Decision 20/CMA.1. Available at [https://unfccc.int/sites/default/files/resource/cma2018\\_3\\_add2\\_new\\_advance.pdf#page=59](https://unfccc.int/sites/default/files/resource/cma2018_3_add2_new_advance.pdf#page=59)*

*Guidance on cooperative approaches referred to in Article 6, paragraph 2, of the Paris Agreement. Decision 2/CMA.3. Available at [https://unfccc.int/sites/default/files/resource/cma2021\\_10\\_add1\\_adv.pdf#page=11](https://unfccc.int/sites/default/files/resource/cma2021_10_add1_adv.pdf#page=11)*

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*Work programme under the framework for non-market approaches referred to in Article 6, paragraph 8, of the Paris Agreement. Decision 4/CMA.3. Available at [https://unfccc.int/sites/default/files/resource/cma2021\\_10\\_add1\\_adv.pdf#page=41](https://unfccc.int/sites/default/files/resource/cma2021_10_add1_adv.pdf#page=41)*

*Guidance for operationalizing the modalities, procedures and guidelines for the enhanced transparency framework referred to in Article 13 of the Paris Agreement. Decision 5/CMA.3. Available at [https://unfccc.int/sites/default/files/resource/cma2021\\_10a2\\_adv\\_0.pdf#page=2](https://unfccc.int/sites/default/files/resource/cma2021_10a2_adv_0.pdf#page=2)*

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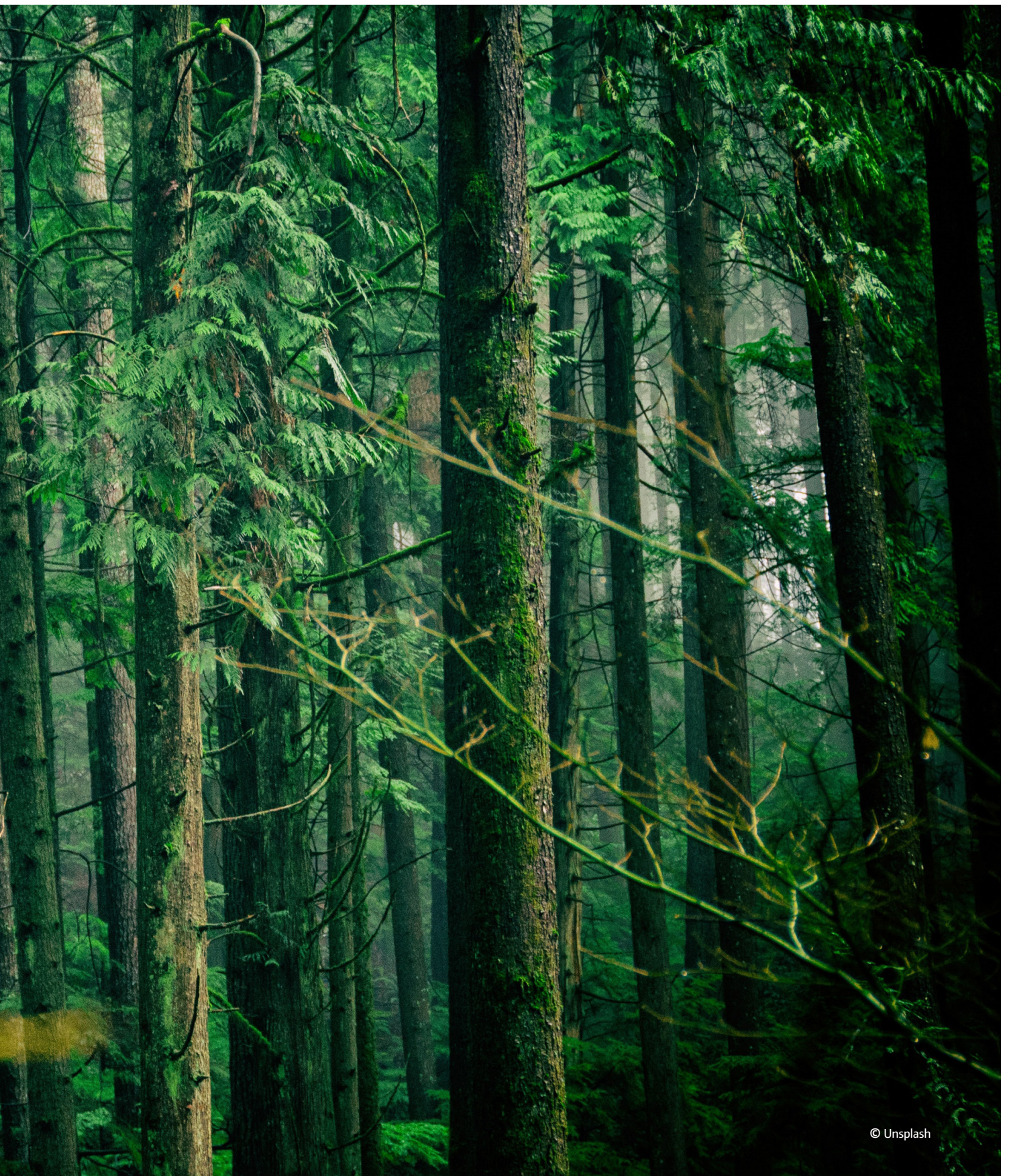
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