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SUBSIDIARY BODY FOR SCIENTIFIC AND TECHNOLOGICAL ADVICE

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Bonn, 31 May to 9 June 2010

Item 7 (b) of the provisional agenda

Methodological issues under the Convention

**Revision of the UNFCCC reporting guidelines on annual inventories
for Parties included in Annex I to the Convention**

**Report on the workshop on issues relating to the revision of the
UNFCCC Annex I reporting guidelines**

Note by the secretariat

Summary

The Subsidiary Body for Scientific and Technological Advice (SBSTA), at its thirtieth session, requested the secretariat to organize two workshops in 2010 on the work programme to revise the “Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part I: UNFCCC reporting guidelines on annual inventories” (hereinafter referred to as the UNFCCC Annex I reporting guidelines). The first workshop took place in Bonn, Germany, from 27 to 28 May 2010. At the workshop, participants shared their views on the use of the Intergovernmental Panel on Climate Change (IPCC) *2006 IPCC Guidelines for National Greenhouse Gas Inventories* (hereinafter referred to as the 2006 IPCC Guidelines) and the revision of the UNFCCC Annex I reporting guidelines. The participants agreed on recommendations on the process and timeline for the work programme, issues related to a revision of the UNFCCC Annex I reporting guidelines and methodological issues related to the 2006 IPCC Guidelines. In addition, participants considered possible areas for the IPCC to contribute to the work programme for further consideration by the SBSTA at its thirty-second session.

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I. Introduction

A. Mandate

1. The Subsidiary Body for Scientific and Technological Advice (SBSTA), at its thirtieth session, agreed to launch a work programme¹ to revise the “Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part I: UNFCCC reporting guidelines on annual inventories” (hereinafter referred to as the UNFCCC Annex I reporting guidelines), with a view to recommending the revised UNFCCC Annex I reporting guidelines for adoption by the Conference of the Parties (COP), for regular use starting in 2015.
2. The SBSTA agreed on the scope of the work programme, covering the revision of the UNFCCC Annex I reporting guidelines and addressing methodological issues related to reporting when using the Intergovernmental Panel on Climate Change (IPCC) *2006 IPCC Guidelines for National Greenhouse Gas Inventories* (hereinafter referred to as the 2006 IPCC Guidelines).
3. At the same session, the SBSTA invited Parties to submit to the secretariat, by 15 February 2010, their views on the following issues:
 - (a) The process and timeline for implementing the work programme referred to in paragraph 1 above;
 - (b) Issues related to the revision of the UNFCCC Annex I reporting guidelines;
 - (c) Methodological issues related to reporting when using the 2006 IPCC Guidelines;
 - (d) Areas in which the SBSTA may consider inviting the IPCC to carry out additional work and contribute to the work programme.
4. The SBSTA requested the secretariat to synthesize these views into a report for consideration by the SBSTA at its thirty-second session. Views submitted by Parties are contained in document FCCC/SBSTA/2010/MISC.1 and the synthesis report is contained in document FCCC/SBSTA/2010/4.
5. The SBSTA requested the secretariat to organize two workshops in 2010 on the work programme to revise the UNFCCC Annex I reporting guidelines. The first workshop was required to address key issues relating to the revision of the UNFCCC Annex I reporting guidelines based on submissions from Parties (FCCC/SBSTA/2010/MISC.1) and taking into consideration the views of Parties contained in document FCCC/SBSTA/2009/MISC.3.

B. Scope of the note

6. This document contains information about the proceedings and discussions during the workshop and outlines conclusions and recommendations for the SBSTA to consider at its thirty-second session.

II. Proceedings of the workshop

7. The first workshop of the work programme was organized by the secretariat in Bonn, Germany, from 27 to 28 May 2010. It was opened by Mr. Mama Konaté, the chair of the SBSTA, and the workshop was chaired by Ms. Helen Plume (New Zealand).
8. The workshop covered the issues mentioned in paragraph 3 above.

¹ FCCC/SBSTA/2009/3, paragraph 101.

9. Twenty-three experts from Parties not included in Annex I to the Convention, 57 experts from Parties included in Annex I to the Convention (Annex I Parties) and two representatives from the IPCC attended the workshop.

10. The workshop was divided into four parts. In the first part the chair presented the mandate and objectives of the workshop. The second and third parts covered the topics mentioned in paragraph 3 above, with the secretariat introducing each topic through a brief presentation on Parties' views. In addition, the IPCC provided a presentation on the 2006 IPCC Guidelines and an update on related activities of the technical support unit of the IPCC. The last part was a general discussion on the conclusions and recommendations from the workshop that are to be considered by the SBSTA at its thirty-second session, including the process and timeline for the revision of the UNFCCC Annex I reporting guidelines.

III. Summary of discussions

A. Process and timeline for the work programme

11. The presentation by the secretariat on Parties' views and the subsequent discussion during the workshop covered a number of issues related to a revision of the UNFCCC Annex I reporting guidelines, including a process and timeline for the work programme, a summary of which is included in the annex.

B. Issues related to a revision of the UNFCCC Annex I reporting guidelines

12. Topics covered in the workshop included: overarching issues; general reporting issues; issues related to the coverage of reporting; the need to clarify issues related to the role in the revised UNFCCC Annex I reporting guidelines of the *Revised 1996 IPCC Guidelines for National Greenhouse Gas Inventories* (hereinafter referred to as the Revised 1996 IPCC Guidelines), the *Good Practice Guidance and Uncertainty Management in National Greenhouse Gas Inventories* (hereinafter referred to as the IPCC good practice guidance) and the *Good Practice Guidance for Land Use, Land-Use Change and Forestry* (hereinafter referred to as the IPCC good practice guidance for LULUCF); the need to clarify issues related to the national inventory report; and the need to clarify issues related to the common reporting format (CRF) tables relevant to a revision of the UNFCCC Annex I reporting guidelines.

13. The overarching issues identified by participants include coverage of reporting and revising the CRF tables. As regards the coverage of reporting, participants acknowledged the difference between reporting of emissions and accounting for emissions. As regards the revision to the CRF tables, it was acknowledged that this should be limited to actual changes of coverage of sectors, categories and gases introduced by the 2006 IPCC Guidelines.

14. The general reporting issues identified include:

- (a) The need for transparency, accuracy, completeness, comparability and consistency to be maintained as a key underlying principle to preparing and reporting of greenhouse gas inventories;
- (b) The need to resolve inconsistencies and ambiguities contained in the current UNFCCC Annex I reporting guidelines, such as lack of clarity on whether for a given category it is mandatory or non-mandatory to report in an annual inventory submission, and the need for further guidance on the allocation of emissions within and between sectors;
- (c) The need to reflect changes introduced by the 2006 IPCC Guidelines with respect to defining total net emissions and the need for additional guidance on recalculations and time-series consistency (to overcome back-casting of new methods to earlier years where no data is available);

- (d) The need for guidance on which global warming potentials to use;
 - (e) The need for clarification on the use of notation keys.
15. The identified issues related to coverage of reporting include:
- (a) Changes introduced by the 2006 IPCC Guidelines with respect to sectors (e.g. agriculture, forestry and other land use (AFOLU) and industrial process and product use), categories (e.g. carbon dioxide (CO₂) capture and storage), gases (fluorinated gases (F-gases)) and methodologies.
 - (b) Guidance on the following aspects of mandatory and non-mandatory reporting:
 - (i) Indirect CO₂ emissions from oxidation of carbon monoxide, non-methane volatile organic compounds and methane;
 - (ii) Nitrous oxide (N₂O) emissions from atmospheric deposition of N₂O and ammonia, and where these emissions are to be reported;
 - (iii) Whether reporting emissions from an agriculture category that is mandatory in the current IPCC good practice guidance remains mandatory when required to be reported under the AFOLU construct and in a non-mandatory land use, land-use change and forestry (LULUCF) activity;
 - (iv) Whether reporting of emissions from methodologies contained in the appendices of the 2006 IPCC Guidelines is mandatory;
 - (c) Specific methodological issues such as inclusion in the AFOLU sector of non-anthropogenic emissions and the managed land proxy, and in the energy and waste sectors the risk of double-counting emissions with regard to the allocation to the energy sector of emissions from waste used for energy purposes and emissions from waste combustion associated with energy recovery;
 - (d) Base year and coverage of years in a reported inventory time series, including for F-gases;
 - (e) A review of the coverage of F-gases in the current UNFCCC Annex I reporting guidelines, including which F-gases in the 2006 IPCC Guidelines are to be reported and whether potential F-gas emissions are to be reported.
16. The identified issues related to the clarification of some of the aspects of the Revised 1996 IPCC Guidelines, the IPCC good practice guidance and the IPCC good practice guidance for LULUCF (collectively referred to as previous IPCC Guidelines) include:
- (a) The role of the previous IPCC Guidelines in the preparation of annual inventory submissions;
 - (b) The relationship between the 2006 IPCC Guidelines and the revised UNFCCC Annex I reporting guidelines;
 - (c) Variation in methodologies introduced by the 2006 IPCC Guidelines when compared with the previous IPCC Guidelines (e.g. inter-annual variability in the LULUCF sector).
17. The identified issues related to clarification of some of the aspects of the national inventory report include:

- (a) Harmonizing the reporting requirements under the Convention and the Kyoto Protocol with respect to institutional arrangements and national inventory systems;
 - (b) The need for improvements, such as a revision of the structure/outline in the light of the 2006 IPCC Guidelines, limiting subheadings and the reorganization of the outline (e.g. order of annexes).
18. The identified issues related to clarifications of some of the aspects of the CRF tables include:
- (a) The current template is to be used as the basis for developing new CRF tables;
 - (b) The possible revision of the current CRF templates for sectoral report tables, sectoral background data tables, summary tables, trend tables, recalculation tables, completeness tables and a key category analysis table;
 - (c) Review of the current CRF tables with a view to improving these templates and their elements, and the intended utility of the reporting format tables;
 - (d) The utility of the additional information tables attributed to some sectoral background data tables needs to be assessed;
 - (e) The value and utility of implied emission factors for some categories and/or aggregation of categories need to be assessed;
 - (f) Inventory years for which a CRF table needs to be reported;
 - (g) Continuation of reporting agriculture and LULUCF separately under AFOLU (but with a AFOLU summary table);
 - (h) Reporting worksheets attached to the 2006 IPCC Guidelines only provide reporting of AFOLU emissions and removals derived from the carbon gain–loss method, whereas the current CRF tables provide reporting of emissions and removals derived from the carbon stock change method;
 - (i) Changes introduced by the 2006 IPCC Guidelines and new categories and gases need to be appraised.

C. Methodological issues related to reporting when using the 2006 IPCC Guidelines

19. The presentation by the secretariat on Parties' views and subsequent discussions during the workshop identified the following methodological issues related to the 2006 IPCC Guidelines and relevant to a revision of the UNFCCC Annex I reporting guidelines for consideration by the work programme:

- (a) Effects of using higher-tier methods on the emissions estimate.
- (b) Issues concerning the AFOLU sector, including the managed land proxy as a basis to estimate emissions, and the related issue of factoring out of non-anthropogenic emissions from emissions and removals estimates and the treatment of inter-annual variability;
- (c) Other methodological issues, including harvested wood products and wetlands.

20. Participants acknowledged the need to maintain flexibility in using country-specific methods, including higher-tier methods, as provided in the current UNFCCC Annex I reporting guidelines, while maintaining and enhancing transparency and reporting. Participants further acknowledged that while the focus of the SBSTA work programme is on reporting issues under the Convention it is deemed necessary

to address some accounting issues, in particular when considering the outcomes from other processes under the Convention and its related bodies.

D. Possible areas for the Intergovernmental Panel on Climate Change to contribute to the work programme

21. The presentation by the secretariat on Parties views and subsequent discussion during the workshop identified the following possible areas where the IPCC may contribute to the work programme for consideration by the work programme:

- (a) Provide the final report on the IPCC expert meeting on the managed land proxy, held in Brazil in May 2009, as information to Parties for workshop 2 of this work programme;
- (b) Provide a report on the IPCC expert meeting on higher detail in inventories scheduled for August 2010, as information to Parties for workshop 2;
- (c) Address other issues, such as: technical aspects of harvested wood products methodology, practical guidance in presenting of information on emissions from deforestation, methodological aspects pertaining to wetlands, and the development of additional guidance and information on the use of remote sensing data in preparing emission and removal estimates.

E. Other issues

22. The participants noted that the revision of the UNFCCC Annex I reporting guidelines will result in a subsequent revision of the UNFCCC "Guidelines for the technical review of greenhouse gas inventories from Parties included in Annex I to the Convention" (hereinafter referred to as the UNFCCC review guidelines). The participants also noted the financial implications of the implementation of the work programme.

IV. Conclusions and recommendations

A. Process and timeline for the work programme

23. Participants recommended a process and timeline for the work programme for the revision of the UNFCCC Annex I reporting guidelines, as contained in the annex to this document, for consideration by the SBSTA at its thirty-second session, with a view to Annex I Parties commencing use of these guidelines on a mandatory basis in 2015.

24. Participants recommended that the revised UNFCCC Annex I reporting guidelines are to be considered for adoption by the Conference of the Parties at its seventeenth session in 2011 for Parties to trial, on a voluntary basis, these guidelines commencing at the end of 2012, with a view to Annex I Parties commencing use of these guidelines on a mandatory basis in 2015.

25. To that end, the participants identified the following additional key milestones:

- (a) Preparatory work on the revised UNFCCC Annex I reporting guidelines, including the CRF tables, to continue in 2010;
- (b) Parties to agree, in 2010, on the process and timeline for the work programme agreed at SBSTA 30;
- (c) An additional workshop is required in the first half of 2011 to facilitate progress on the revision of the UNFCCC Annex I reporting guidelines, including the CRF tables;

- (d) The secretariat has to commence its preparatory work on the upgraded CRF Reporter in 2011 at the latest with a view to making it available to Annex I Parties no later than October 2012.

26. Participants acknowledged that the process of revising the UNFCCC Annex I reporting guidelines needs to be flexible and, bearing in mind the timeline, continuous in order to, inter alia, allow for consideration of negotiated outcomes from other processes under the Convention and its related bodies on matters relevant to the UNFCCC Annex I reporting guidelines, as these outcomes become available.

B. Issues related to a revision of the UNFCCC Annex I reporting guidelines

27. Participants recommended the issues related to a revision of the UNFCCC Annex I reporting guidelines listed in paragraphs 12–18 above for consideration by the SBSTA at its thirty-second session.

28. Participants also recommended that the SBSTA consider requesting the secretariat to prepare a first draft of the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, for consideration at the workshop to be organized by the secretariat and held in the first half of 2011, and that the guidelines be considered subsequently by the SBSTA at its thirty-fourth session. Participants further recommended that, in preparing that first draft, the secretariat take into consideration any additional views submitted by Parties by 15 September 2010 in response to the invitation by the SBSTA at its thirty-second session.

C. Methodological issues related to reporting when using the 2006 IPCC Guidelines

29. Participants recommended the methodological issues related to the use of the 2006 IPCC Guidelines which were identified in the context of the revision of the UNFCCC Annex I reporting guidelines and are listed in paragraph 19 above for consideration by the SBSTA at its thirty-second session. These methodological issues should be further discussed in depth by Parties at the second workshop of this work programme, to be held in October 2010, noting the ongoing work already undertaken by the IPCC in relation to some of the issues.

30. Participants also recommended, subject to the availability of funding, that the SBSTA request the secretariat to organize a third workshop, in the first half of 2011, to consider, in conjunction with the first draft of the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, any outstanding methodological issues related to the revisions.

D. Possible areas for the Intergovernmental Panel on Climate Change to contribute to the work programme

31. Participants considered possible areas, as included in Parties' submissions and reflected in paragraph 21 above, for the IPCC to contribute to the work programme, and recommended that the SBSTA further consider possible work by the IPCC in these areas, if any, at its thirty-second session.

E. Other issues

32. Participants noted that some of their recommendations have financial implications and recommended, therefore, that the SBSTA consider these further.

33. Participants acknowledged that the revision of the UNFCCC Annex I reporting guidelines will necessitate a subsequent revision of the UNFCCC review guidelines.

Annex

**Process and timeline for the work programme for the revision of the
“Guidelines for the preparation of national communications by Parties
included in Annex I to the Convention, Part I: UNFCCC reporting
guidelines on annual inventories”**

| 2010 | |
|------------|--|
| Workshop 1 | <p>Parties are to:</p> <ul style="list-style-type: none"> • Address issues relating to the revision of the “Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part I: UNFCCC reporting guidelines on annual inventories” (hereinafter referred to as the UNFCCC Annex I reporting guidelines) and methodological issues pertaining to the use of the Intergovernmental Panel on Climate Change (IPCC) <i>2006 IPCC Guidelines for National Greenhouse Gas Inventories</i> (hereinafter referred to as the 2006 IPCC Guidelines); • Recommend a process and timeline for the work programme and identify a list of methodological issues to be considered at workshop 2. |
| SBSTA 32 | <p>The Subsidiary Body for Scientific and Technological Advice (SBSTA) at its thirty-second session is to:</p> <ul style="list-style-type: none"> • Agree to the process and timeline for the work programme, including a process to incorporate into the revised UNFCCC Annex I reporting guidelines the negotiated outcomes from other processes under the Convention and its related bodies (e.g. in relation to coverage of reporting, sectors, categories and gases); • Invite Parties to submit by 15 September 2010 additional views on the revision of the UNFCCC Annex I reporting guidelines, including the new common reporting format (CRF) tables and areas in which the secretariat can initiate work on these tables; • Invite the IPCC to carry out additional work for consideration by Parties at workshop 2 and/or 3; • Agree on holding a third workshop under the work programme in the first half of 2011, and to request the secretariat, subject to the availability of funding, to organize it; • Request the secretariat to prepare the first draft of the revised UNFCCC Annex I reporting guidelines, including the first draft of the new CRF tables for initial consideration by Parties at workshop 3. |
| IPCC | <i>Expert meeting on higher detail in inventories.</i> |
| Workshop 2 | <p>Parties are to:</p> <ul style="list-style-type: none"> • Address any methodological issues identified by Parties at workshop 1 and consider any outcomes of the expert meetings of the IPCC; • Recommend the inclusion in the revised UNFCCC Annex I reporting guidelines of any recommendations and conclusions, stemming either from the expert meetings of the IPCC or from Parties, on any issue concerning the use of and/or reporting using the methodologies contained in the 2006 IPCC Guidelines (hereinafter referred to as additional methodological information). |

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| SBSTA 33 | <p>The SBSTA, at its thirty-third session, is to:</p> <ul style="list-style-type: none"> • Agree to include in the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, provisions for reflecting all or part of the additional methodological information recommended for inclusion by Parties at workshop 2; • Request the secretariat to include these provisions in the first draft of the revised UNFCCC Annex I reporting guidelines, including the first draft of the new CRF tables, that it is to prepare for consideration at workshop 3; • Request the secretariat, subject to the availability of funding, to initiate the preparatory work on upgrading the CRF Reporter for inclusion of the new CRF tables, with a view to completing this work by October 2012, subject to a decision being taken on these tables by the Conference of the Parties (COP) at its seventeenth session; • Review the progress of the work programme and agree, if required and subject to the availability of funding, to hold additional workshops, as recommended by Parties. |
| 2011 | |
| IPCC | <i>If invited, other expert meetings on methodological issues</i> |
| Workshop 3 | <p>Parties are to:</p> <ul style="list-style-type: none"> • Consider the draft revised UNFCCC Annex I reporting guidelines, including the new CRF tables, prepared by the secretariat, with a view to addressing any outstanding methodological issues and any negotiated outcomes from other processes under the Convention and its related bodies; • Recommend: <ul style="list-style-type: none"> • The inclusion in the revised UNFCCC Annex I reporting guidelines of additional methodological information on any outstanding issue[s] concerning the use of and/or reporting using the methodologies contained in the 2006 IPCC Guidelines; • The inclusion in the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, of negotiated outcomes from other processes under the Convention and its related bodies; • The incorporation of the new CRF tables into the upgraded CRF Reporter, which may contain placeholders for elements under negotiation in other processes under the Convention and its related bodies (e.g. global warming potentials). |
| SBSTA 34 | <p>The SBSTA at its thirty-fourth session is to:</p> <ul style="list-style-type: none"> • Agree on the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, with placeholders for any outstanding negotiated outcomes from other processes under the Convention and its related bodies; • Review the progress of the work programme and agree, if required and subject to the availability of funding, to hold additional workshops, as recommended by Parties. |
| SBSTA 35 | <p>The SBSTA at its thirty-fifth session is to:</p> <ul style="list-style-type: none"> • Agree to include in the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, negotiated outcomes from other processes under the Convention and its related bodies; • Prepare a draft decision, for adoption by the COP at its seventeenth session, for a voluntary trial of the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, commencing in 2012. |
| COP 17 | The COP, at its seventeenth session is to adopt a decision that: |

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| | <ul style="list-style-type: none"> Adopts the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, for a voluntary trial by Parties included in Annex I to the Convention commencing in October 2012; Requests the secretariat to release, by October 2012, the upgraded CRF Reporter, subject to the availability of resources; <p>Invites Parties to submit to the secretariat, by [xx] May 2013, information on their experiences in using the revised UNFCCC Annex I reporting guidelines, including the upgraded CRF Reporter.</p> |
| 2012 | |
| SBSTA 36 | |
| | The secretariat is to release, by [xx] October 2012, an upgraded CRF Reporter based on the revised UNFCCC Annex I reporting guidelines, including the new CRF tables. |
| | Parties are to gain experience, on a voluntary basis, in using the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, and the upgraded CRF Reporter. |
| SBSTA 37 | |
| 2013 | |
| | Parties are to: <ul style="list-style-type: none"> Continue gaining experience in using the revised UNFCCC Annex I reporting guidelines; Submit to the secretariat, by [xx] May 2013, information on their experiences in using the revised UNFCCC Annex I reporting guidelines. |
| SBSTA 38 | The SBSTA at its thirty-eighth session is to: <ul style="list-style-type: none"> Consider the information submitted by Parties on their experiences in using the revised UNFCCC Annex I reporting guidelines; Request the secretariat to prepare: <ul style="list-style-type: none"> The final version of the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, by [xx] October 2013; The final version of the upgraded CRF Reporter, which is to reflect these revised guidelines, for release in June 2014. |
| SBSTA 39 | The SBSTA, at its thirty-ninth session, is to prepare a draft decision, for adoption by the COP at its nineteenth session, on the use of the revised UNFCCC Annex I reporting guidelines, including the new CRF tables, on a mandatory basis commencing in 2015. |
| COP 19 | Adoption of the revised UNFCCC Annex I reporting guidelines, including the new CRF tables. |
| 2014 | |
| | The secretariat is to release, on [xx] June 2014, the final version of the upgraded CRF Reporter based on the revised UNFCCC Annex I reporting guidelines. |
| 2015 | |
| | Parties are to commence reporting, on a mandatory basis, their greenhouse gas inventories using the revised UNFCCC Annex I reporting guidelines, including the new CRF tables. |
