

## Submission to the first Global Stocktake

Institute for Global Environmental Strategies (IGES)

August 2022

This submission is the view of the Institute for Global Environmental Strategies (IGES) for an input to the first Global Stocktake (GST) of the Paris Agreement (PA) in response to the mandate of Decision 19/CMA.1, paragraph 19, 36 and 37. The submission is related to the following decisions and guiding questions:

### Related decisions:

- Decision 19/CMA.1, paragraph 19<sup>1</sup>.
- Decision 19/CMA.1, paragraph 36<sup>1</sup> (a), (b), (f) and (g).
  - (a) The state of greenhouse gas emissions by sources and removals by sinks and mitigation efforts undertaken by Parties, including the information referred to in Article 13, paragraph 7(a), and Article 4, paragraphs 7, 15 and 19, of the PA;
  - (b) The overall effect of Parties' nationally determined contributions and overall progress made by Parties towards the implementation of their nationally determined contributions, including the information referred to in Article 13, paragraph 7(b), of the PA;
  - (f) Barriers and challenges, including finance, technology and capacity-building gaps, faced by developing countries;
  - (g) Good practices, experience and potential opportunities to enhance international cooperation on mitigation and adaptation and to increase support under Article 13, paragraph 5, of the PA;

### Related guiding questions:

- Questions 15 and 23 on Preparing for the first global stocktake revised non-paper by the chairs of the SBTSA and SBI<sup>2</sup>
  - 15. What are the barriers and challenges, including finance, technology development and transfer and capacity-building gaps, faced by developing countries (para 36(f))?
  - 23. What are good practices, experience and potential opportunities to enhance climate action, including international cooperation, on mitigation and adaptation and to increase support under Article 13.5 of the Paris Agreement (para36(g))? Which of these can be transferable or replicated by others? How effective was sharing good practices and experiences on climate action and support, including on enhancing the implementation of adaptation action (Article 7.14(b))?

### Approach:

IGES's submission is based on discussion and analysis of exercises conducted during the Mutual Learning Program for Enhanced Transparency (MLP)<sup>3</sup> and the Asian Transparency Workshop (ATW)<sup>4</sup> both of which IGES implemented with its partner countries and organisations in 2020, with financial support from the Ministry of the Environment, Japan.

---

<sup>1</sup> Decision 19/CMA.1 Matters relating to Article 14 of the Paris Agreement and paragraphs 99–101 of decision 1/CP.21, [https://unfccc.int/sites/default/files/resource/CMA2018\\_03a02E.pdf](https://unfccc.int/sites/default/files/resource/CMA2018_03a02E.pdf)

<sup>2</sup> Preparing for the first global stocktake revised non-paper by the chairs of the SBTSA and SBI, [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)

<sup>3</sup> Mutual Learning Program for Enhanced Transparency, <https://www.iges.or.jp/en/projects/transparency>

<sup>4</sup> Asian Transparency Workshop, 2020, <https://www.iges.or.jp/en/events/20201214>

In accordance with guiding questions (i.e. transferring and replicating good practices and experiences), our submission shares recommended solutions as good practices to address some common challenges encountered by developing countries in preparing their national reporting (e.g. biennial update reports [BURs] and national communications [NCs]). These recommended solutions serve as a starting point to draw mutual lessons for improving institutional arrangements in transparency-related work, and establishing a sustainable reporting system for future biennial transparency reports (BTRs), mandatory reporting under the enhanced transparency framework (ETF) of the PA.

### **Enhanced Transparency Framework and Global Stocktake:**

From 2024, under the ETF, BTRs should be submitted every two years in line with “the modalities, procedures and guidelines for the transparency framework for action, and support referred to in Article 13 of the PA”<sup>5</sup> (MPGs). In their BTRs, countries are required to submit a national greenhouse gas (GHG) inventory complying with higher reporting requirements, and to submit the information necessary to track the progress of Nationally Determined Contributions (NDCs) including indicators for tracking NDCs implementation, individual mitigation actions (MAs), and projections of GHG emissions and removals. Thus, the ETF requires sustainable reporting systems, which would ensure timely preparation of BTRs.

BTRs will be one of the key input sources for the second and subsequent GST, which makes the reporting data and information under the ETF even more important. However, as mentioned above, there are many new elements to be reported in the BTRs (e.g. information to track NDCs). Developing countries may find it particularly challenging to submit their BTRs as they are already struggling to prepare BURs and NCs under the existing reporting system. As of 18 February 2022, 78 countries have submitted their first BURs and only four countries have submitted the fourth BURs (Hattori, T., Umemiya, C., 2021). The timing of BTR submission and the quality of the information in BTRs will have a substantial impact on the GST. Therefore, the output from the first GST should encourage countries to submit their BTRs in a timely manner with accurate data and information.

### **Common challenges:**

The following common challenges were identified when preparing national reporting (e.g. BURs and NCs) in developing countries that participated in the MLP and ATW (Murun et al., 2021; UNFCCC, 2020; UNFCCC, 2021):

#### 1) Roles and responsibilities in relevant ministries:

With regard to institutional arrangements for preparing national reporting, the roles and responsibilities of ministries, such as data collection, are unclear in some developing countries. Since the arrangements have not been officially defined yet, relevant ministries are not mandated to share the data on MAs carried out by their respective sectors. In developing countries, this results in a lack of willingness by line ministries to collaborate on preparing BURs and NCs.

#### 2) Human resources and experts in transparency-related work:

In most developing countries, a lack of human resources in the transparency field leads to difficulties to maintain and establish a sustainable reporting system. There are not enough staff in governments working on collecting, reporting, compiling and reviewing data for reporting on MAs in the BURs and NCs. Without technical staff and professionals, a country is likely to

---

<sup>5</sup> Decision -/CMA.3, Guidance of operationalizing the modalities, procedures and guidelines for the transparency framework for action, and support referred to in Article 13 of the Paris Agreement, [https://unfccc.int/sites/default/files/resource/cma3\\_auv\\_5\\_transparency\\_0.pdf](https://unfccc.int/sites/default/files/resource/cma3_auv_5_transparency_0.pdf)

face challenges when processing data and trying to produce the required reporting in a sustainable manner.

3) Data and information collection on MAs:

Most developing countries encounter several challenges to collecting the quantitative and qualitative data on MAs. First, countries do not have domestic guidelines on how to measure emission reductions and collect the data. Secondly, a formal system has not been established to report and share the data between ministries. Without information collection arrangements, necessary and accurate data for national reporting cannot be provided in a timely manner.

**Recommended solutions:**

Table 1 shows a summary of selected solutions for both the short and long term as recommendations to overcome the common challenges. For Challenge 1, assigning a main coordinating organisation and developing a national legal framework with clear institutional arrangements were highlighted to clarify responsibility among ministries and to ensure the sustainability of work related to transparency. Collaborating with domestic research institutions and establishing university curriculums on transparency and climate change were selected for overcoming Challenge 2. These solutions would enhance domestic capacity and increase the number of new experts in the transparency field to support national reporting. For Challenge 3 related to data collection, recommendations include designating a focal point on data provision in line ministries, and developing measurement, reporting and verification (MRV) guidelines for MAs. Such solutions would increase the accountability of data management between ministries and provide a legal basis to collect data from different stakeholders.

Table 1. Recommended solutions as good practices

Recommended solutions for each challenge	
Challenge 1: Roles and Responsibilities	
Short-term solutions (~ 5 years)	Assigning a main coordinating institution to direct roles and responsibilities for key ministries in transparency-related work
	Establishing data-sharing agreements and memorandums of understanding (MOUs) at the organisational level between key ministries
Long-term solutions (~10 years)	Establishing a national legal framework including legislation of official documentation on institutional arrangements for line ministries
Challenge 2: Human resources and experts	
Short-term solutions (~ 5 years)	Collaborating with domestic universities and research institutes including establishing a network of scientists for supporting national reporting
	Domestic capacity building through training and workshops by utilising IPCC and UNFCCC handbooks for key ministries to enhance technical skills for staff
Long-term solutions (~10 years)	Establishing university programmes related to climate change and transparency issues
Challenge 3: Data and information collection	
Short-term solutions (~ 5 years)	Establishing consistent methodologies for monitoring the progress of MAs utilising IPCC guidelines to save resources and time
	Appointing a focal point responsible for data provision in relevant ministries to enhance accountability of each stakeholder

Long term solutions (~10 years)	Developing legislation and detailed regulations including measurement, reporting and verifying (MRV) guidelines for MAs
---------------------------------	---

**Summary:**

These solutions are considered to be good practices, meaning that other countries could utilise these approaches in order to strengthen their own national reporting system to enable the successful transition to and implementation of the ETF. For developing countries to overcome the challenges in preparing national reporting, it is crucial to learn from other countries’ experiences and replicate best practices. Establishing a sustainable domestic reporting system requires countries to integrate both short and long-term solutions to ensure the best fit with their national circumstances. Those solutions could improve national reporting systems, which would be the basis to prepare and submit future BTRs in a timely and sustainable manner.

**Contact information:**

Temuulen Murun, Institute for Global Environmental Strategies, [murun@iges.or.jp](mailto:murun@iges.or.jp)

**Reference:**

- Hattori, T., Umemiya, C. (2022). *IGES Biennial Update Report (BUR) Database*, updated as of 18 February 2022. Available at: <https://pub.iges.or.jp/pub/iges-bur-database>
- Murun, T. et al. (2021). *Solutions for Three Common Challenges in National Reporting in Developing Countries under the Paris Agreement*. Available at: <https://www.iges.or.jp/en/pub/solutions-common-challenges-national-reporting/en>
- United Nations Framework Convention on Climate Change (UNFCCC). (2020). *Handbook on Institutional Arrangements to Support MRV/Transparency of Climate Action and Support*. Available at: [https://unfccc.int/sites/default/files/resource/hand%20book\\_en.pdf](https://unfccc.int/sites/default/files/resource/hand%20book_en.pdf).
- United Nations Framework Convention on Climate Change (UNFCCC). (2021). *Problems, Constraints, Lessons Learned and Capacity-Building Needs in Preparing National Communications and Biennial Update Reports: Updated Technical Paper by the Consultative Group of Experts*. Available at: [https://unfccc.int/sites/default/files/resource/tp2020\\_01.pdf](https://unfccc.int/sites/default/files/resource/tp2020_01.pdf).