



EXECUTIVE SUMMARY

MAPPING THE LINKAGES BETWEEN THE TRANSPARENCY FRAMEWORK AND OTHER PROVISIONS OF THE PARIS AGREEMENT

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HIGHLIGHTS

- In 2018 negotiators will reach agreement on the “rule book” that will guide implementation of the Paris Agreement (PA) on climate change.
- The modalities, procedures, and guidelines (MPGs) that govern the enhanced transparency framework under Article 13 will be a core element of the rule book because the framework ensures that enough information is provided concerning Parties’ action and support, enhances trust between the Parties, and advances implementation.
- The interconnected nature of the provisions of the PA must be considered carefully by negotiators as they develop guidelines for implementation. This is especially true of the MPGs for the enhanced transparency framework, which must take account of other provisions of the PA if they are to be workable, coherent, efficient, and mutually reinforcing.
- This paper maps the linkages between the transparency framework and other provisions of the PA and provides information on how linkages might be leveraged to facilitate the negotiating process on the design of the MPGs.
- A clear understanding of these linkages will enable a more efficient drafting process and help negotiators design a timely, coherent, and robust set of MPGs that mesh seamlessly with the overall Paris rule book and facilitate effective implementation of the Agreement.

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BACKGROUND

Following the adoption and unprecedentedly rapid entry into force of the PA, Parties have less than two years—till December 2018—to translate the political consensus of Paris into tangible steps toward implementation. Negotiators must develop a Paris “rule book” to guide implementation, and the results of their efforts could either underpin actionable outcomes or undermine the objectives of the PA.¹ The Paris rule book will be a critical tool to guide Parties in fulfilling their requirements under the Agreement.

Article 13 of the PA establishes an enhanced transparency framework for action and support as a core element of the Agreement.

The requirements under Article 13 apply to mitigation, adaptation, finance, technology transfer, and capacity building and will therefore play a cross-cutting and critical role in tracking progress against countries nationally determined contributions (NDCs). The transparency framework will also serve to ensure trust among both Parties and their national stakeholders by providing confidence that actions are being implemented fairly, at an adequate pace and scale, and in ways that preserve environmental integrity and prevent free-riding.

The key elements of the transparency framework involve country reporting and review. Outputs from the reporting and review process are meant to inform the global stocktake (GST), the mechanism under Article 14 of the PA that is designed to assess collective efforts and progress made toward achieving the long-term goals of the PA. The outputs of the transparency framework could also provide an important source of information for the Article 15 mechanism facilitating implementation and promoting compliance. Reporting and review will provide insights into countries’ abilities to fulfill their NDCs, the obstacles that stand in their way, and ways these obstacles might be overcome.

The transparency framework will be operationalized by MPGs that are being negotiated in parallel with other provisions of the Paris rule book. It is essential that the MPGs take account of these parallel negotiations and the potential impacts of the transparency framework on other key provisions of the Agreement—and vice versa.

Box 1 | About This Paper

This paper was prepared by the Project for Advancing Climate Transparency (PACT) consortium. PACT advances the development of robust and effective transparency and accountability rules and processes for the Paris Agreement on climate change by developing options and approaches for the transparency framework, helping build consensus among Parties, and supplying relevant and timely inputs to the United Nations Framework Convention on Climate Change (UNFCCC) negotiations.

Our research and analysis are based on examination of the Paris Agreement^a and accompanying COP decision,^b an extensive review of the literature, and interviews with negotiating experts and other key stakeholders. The analysis also builds on our own experience as negotiators and thought leaders on these issues. The authors and other experts from the PACT consortium bring diverse perspectives and insights on the topic from different constituencies (government, civil society, and academia).

Notes:

^a UNFCCC 2015b.

^b UNFCCC 2015a.

OBJECTIVE OF THE PAPER

This paper aims to lay the groundwork for the PA’s transparency framework by clearly mapping out the relevant linkages for the MPGs and explaining how these linkages can be leveraged to improve the design of the MPGs, streamline the negotiating process, and avoid duplication of effort. Our hope is that the paper will enable a broad group of negotiators to better understand the negotiating landscape and therefore engage more productively in the limited time available. This is particularly important for countries with less capacity. More specifically, the paper does the following:

- Identifies opportunities to leverage linkages to improve the functionality of the overall Paris rule book
- Encourages negotiators, UNFCCC bodies, and outside experts to coordinate their activities and thereby avoid duplication of effort and an unnecessarily burdensome drafting process
- Helps unpack new, technically and politically complex concepts created under the Agreement
- Enables more effective implementation of the PA

Figure ES-1 provides a visual depiction of the linkages between the reporting and review requirements of the transparency framework under Article 13 and key elements of the PA.

Various provisions of the PA, as shown on the left, will shape the type and content of information reported by Parties (e.g., mitigation, adaptation, means of support, communication of NDCs, accounting considerations, etc.). The reports submitted will then be subject to a technical expert review and a facilitative multilateral consideration of progress. The review process, in turn, will feed into the GST and the mechanism to facilitate implementation and promote compliance.

CONCLUSIONS

The complexity of the linkages between relevant provisions in the Agreement has already been flagged as a potential bottleneck in the negotiations and a critical issue that must be addressed.² Hence, a clear understanding of these linkages, and the potential for synergies among different provisions of the Agreement, will assist negotiators in their efforts to develop a timely, coherent, and efficient set of MPGs for the transparency framework.

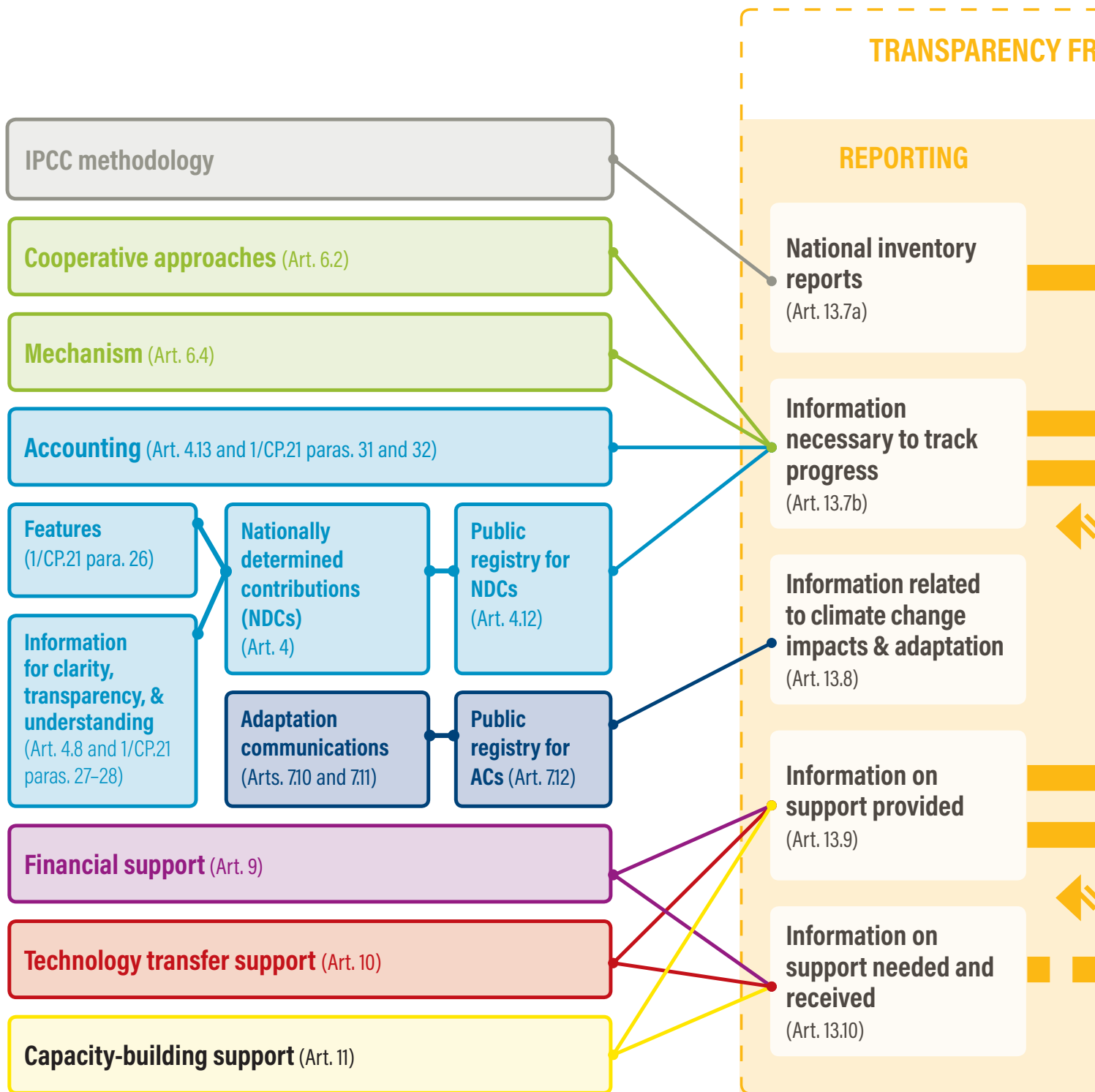
A key element of the overall success in the negotiations will be that momentum can be maintained even if progress is uneven. By highlighting the interactions between different negotiation tracks, this paper should contribute to the facilitation of good communication. Negotiators, experts, and relevant UNFCCC negotiation bodies should engage in dialogue and exchange of information at every opportunity to take account of progress across different tracks. Table ES-1 summarizes the most relevant experts and UNFCCC bodies that will need to be mobilized during the negotiating process.

The design of the MPGs for the transparency framework and the Paris rule book more broadly is a learning opportunity. It can enhance national expertise and strengthen domestic coordination and institutional capacity. Embracing this “designing” exercise and leveraging the various capacity-building initiatives created to help Parties in their transition to a more effective transparency and accountability regime is a winning combination. Both help facilitate the implementation of the PA and enable Parties’ transition to a decarbonized and climate-resilient world.

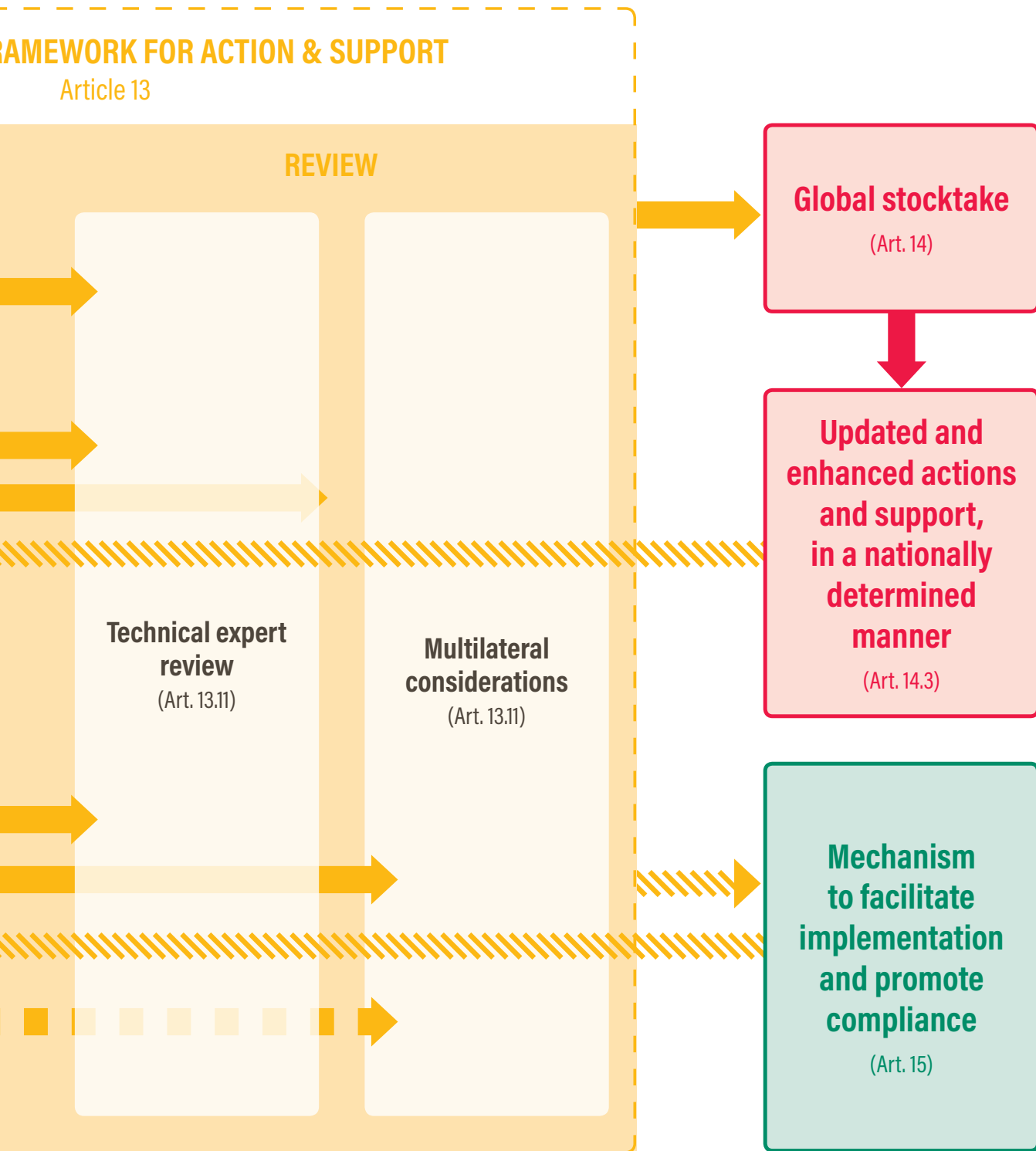
Table ES-1 | **The Transparency Framework and Relevant Experts and UNFCCC Bodies**

MAIN PROVISIONS OF THE TRANSPARENCY FRAMEWORK	ISSUES	TYPES OF EXPERTS TO MOBILIZE	RELEVANT BODIES PROVIDING INPUTS TO THE CONFERENCE OF THE PARTIES (COP) UNDER THE CONVENTION
Reporting	National inventory reports (NIRs)	Transparency, mitigation, and accounting	Intergovernmental Panel on Climate Change (IPCC), Consultative Group of Experts on National Communications from Non-Annex I Parties (CGE)
	Tracking progress of NDCs—Article 4	Transparency, mitigation, and accounting	CGE
	Impacts and adaptation	Transparency, adaptation	CGE, Adaptation Committee, Least Developed Expert Group
	Finance	Transparency, finance	CGE, Standing Committee on Finance
	Technology transfer	Transparency, technology transfer	CGE, Technology Transfer Committee, Climate Technology Centre and Network
	Capacity building	Transparency, capacity building	CGE, Paris Committee on Capacity Building (PCCB), Capacity-Building Initiative for Transparency (CBIT)
Technical expert review	Membership	Transparency	CGE, lead reviewers
	Modalities	Transparency	CGE, lead reviewers
	Output and further consideration	Transparency, GST, compliance	CGE, lead reviewers
Facilitative, multilateral consideration of progress	Modalities	Transparency	
	Output and further consideration	Transparency, GST, compliance	

Figure ES-1 | Mapping the Linkages between the Transparency Framework and Other Provisions of the PA



- KEY:
- = Article 4
 - = Article 6
 - = Article 7
 - = Article 9
 - = Article 10
 - = Article 11
 - = Article 13
 - = Article 14
 - = Article 15
- = linkage made explicit in the Paris Agreement between Article 13 and other articles
 - = linkage within Article 13
 - = nonmandatory linkage within Article 13
 - = potential linkage explored in this paper with Article 13
 - = linkage within Article 14



REFERENCES

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UNFCCC. 2015b. Paris Agreement. http://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf.

UNFCCC. 2017. "Reflections Note on the Second Part of the First Session of the Ad Hoc Working Group on the Paris Agreement." <http://unfccc.int/resource/docs/2017/apa/eng/1infnot.pdf>.

ENDNOTES

1. This is defined under Art. 2 of the PA: "This Agreement, in enhancing the implementation of the Convention, including its objective, aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty, including by:
 - (a) Holding the increase in the global average temperature 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, recognizing that this would significantly reduce the risks and impacts of climate change;
 - (b) Increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production; and
 - (c) Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development." (UNFCCC 2015b, Art. 2)
2. Reflections note from the co chairs: UNFCCC 2017.

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ABOUT WRI

World Resources Institute is a global research organization that turns big ideas into action at the nexus of environment, economic opportunity and human well-being.

ABOUT PACT

The Project for Advancing Climate Transparency (PACT) is made up of experts from developing and developed countries working together to advance the development of robust and effective transparency and accountability rules and processes for the Paris Agreement on climate change. PACT facilitates the development of options and approaches, facilitates relevant and timely inputs to the UNFCCC negotiations, and provides space to build consensus among Parties through research, international meetings, and enhancement of domestic capacity of developing countries. To learn more about PACT the consortium's work please visit: <http://www.wri.org/pact>.



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