



NDC CHECKLIST

EU Analysis

WWF'S NDC RATING GRADES

- NDC We Want
- Short Way to Go
- Some Way to Go
- Long Way to Go
- NDC We Don't Want

	2015 NDC	2020 NDC	Analysis
AMBITION			
MITIGATION			
1	<p>Strengthened mitigation targets</p> <p>The European Union NDC presents three types of targets: i) emission reduction of 20% commitment by 2020; ii) national reduction of at least 40% of greenhouse gas emissions by 2030 and iii) in the context of necessary reductions according to the IPCC by developed countries as a group, EU seeks to reduce their emissions by 80-95% in 2050 compared to 1990.</p>	<p>The EU and its Member States, acting jointly, are committed to a binding target of a net domestic reduction of at least 55% in greenhouse gas emissions by 2030 compared to 1990.</p> <p>Emissions reduction targets under current EU legislation are divided between the sectors covered by the EU Emission Trading System (EU ETS), non-ETS sectors under the Climate Action Regulation (CAR covering Transport, Buildings and Agriculture, Waste), and land-use related emissions and removals addressed by the regulation on emissions and removals from land use, land use change and forestry (LULUCF). Under the CAR, the EU has agreed legislation that sets individual binding targets for Member States for greenhouse gas emissions not covered by the EU ETS. The targets are differentiated in order to address fairness and take into account cost efficiency.</p>	<p>The European Union (EU) presented an NDC for its 28 Member States in 2015 with emission reduction targets for the years of 2020, 2030 and 2050. The updated 2020 NDC for 27 countries (excluding the UK) has strengthened the targets for both 2030 and 2050. The 2050 target has been enhanced from an 80-95% reduction in emissions compared to 1990 levels to a 100% reduction in net emissions, meaning a balance between emissions and carbon dioxide removal by sinks. This is also referred to as 'zero net emissions' or 'climate neutrality'. This is a welcome step forward, but WWF believes the EU should be aiming to reach this goal earlier, namely by 2040. As regards the 2030 target, EU heads of state and government have agreed to increase this from a reduction of "at least 40%" in emissions compared to 1990 levels to a reduction of "at least 55%" in net emissions. The change to a net emissions target means that for the first time the sink represented by the Land Use, Land Use Change and Forestry (LULUCF) sector will be counted towards the target, making it easier to achieve. Depending on the development of the LULUCF sink over the next decade, this means that emissions reductions in other sectors are likely to be no more than 52.8% and could be as low as 50.5%. This is well below what the science suggests is needed to pursue the goal of keeping global temperature rise to 1.5°C, and is not therefore compatible with the Paris Agreement. The 2019 UNEP Emissions Gap Report implies that domestic EU emissions reductions of at least 68% would be needed - and this is without taking into account equity-related issues such as population, wealth and responsibility for historical emissions. The European Parliament has called for an emissions reduction of 60% (excluding the LULUCF sink), and WWF and other civil society organisations are calling for a cut of 65%, arguing that this would be possible with existing technologies. WWF and other civil society organisations are also calling for the 2030 target to include the EU's share of emissions from extra-EU aviation and shipping.</p> <p>Furthermore, the new target is defined as "net". This means that it also includes emissions sinks in the land use and forestry (LULUCF) sector. These sinks are projected to be around 30 MtCO₂eq lower in 2030 than in 1990, which weakens this target by around 2%. Depending on how this target is implemented, this could result in emissions in 2030 amounting to between 2,324 – 2,329 MtCO₂eq. or 52.8% below 1990 levels (excl. LULUCF). Should extra-EU aviation and maritime sectors also be included in this target, domestic emissions would have to decrease to 2,194 MtCO₂eq or 55.5% below 1990 levels (excl. LULUCF).</p>

2	<p>An economy-wide absolute 2030 target</p>	<p>The NDC presents an economy-wide reduction target to reduce emissions of at least 40% by 2030.</p>	<p>Economy-wide net domestic reduction of at least 55% in greenhouse gas emissions by 2030 compared to 1990, without contribution from international credits.</p> <p>Emissions reduction targets under current EU legislation are divided between the sectors covered by the EU Emission Trading System (EU ETS), non-ETS sectors under the Climate Action Regulation (CAR), and land-use related emissions and removals addressed by the regulation on emissions and removals from land use, land use change and forestry (LULUCF).</p>	<p>Both NDCs present economy-wide absolute 2030 targets.</p>
3	<p>A 2021-2030 carbon budget aligned to 1.5°C</p>	<p>No carbon budget mentioned. The NDC mentions that the EU and its Member States look forward to discussing with other Parties the fairness and ambition of iNDCs in the context of the below 2°C objective, their aggregate contribution to that objective and on ways to collectively increase ambition further.</p>	<p>No carbon budget mentioned. The NDC mentions that it is in line with the EU's agreed objective of achieving a climate-neutral EU by 2050. The EU therefore considers the enhanced NDC to be a fair contribution towards the global temperature goal of the Paris Agreement.</p>	<p>According to CAT, while the stronger 2030 target can be considered as a step in the right direction, it is still not enough to make the EU compatible with the Paris Agreement's 1.5°C; domestic emissions reductions of between 58% and 70% are needed for that. According to the CAT tool the adoption of the European Parliament's proposal of a 60% (excl. LULUCF) target would be compatible with the alignment to the Paris Agreement. NGOs have been advocating for a 65% emissions reductions target for 2030 (excl. LULUCF).</p>

4	<p>NDC targets aligned to a 2050 or earlier Net-Zero Long-term Strategy</p>	<p>The EU, in the context of the necessary reductions according to the IPCC by developed countries as a group, aims to reduce its emissions by 80-95% by 2050 compared to 1990; and that this is consistent with the need to at least cut global emissions in half by 2050 compared to 1990.</p>	<p>The NDC introduces a 2050 climate neutrality objective.</p>	<p>Both NDCs mention a 2050 target, but the updated climate plan moves from the previous commitment of reducing its emissions by 80-95% by 2050 compared to 1990 to achieving climate neutrality by 2050. The climate neutrality target was approved in December 2019 by the European Council (heads of state or government of the EU Member States, the European Council President and the President of the European Commission), in line with the Paris Agreement.</p> <p>In addition, the Long-term strategy of the European Union and its Member States has been submitted to the UNFCCC in March 2020.</p>
	<p>ADAPTATION</p>			
5	<p>Clear adaptation objectives</p>	<p>Not mentioned.</p>	<p>The NDC does not mention clear adaptation objectives but informs that, as part of the European Green Deal, a new EU Strategy on Adaptation to Climate Change would be presented by the European Commission in February 2021.</p>	<p>The updated NDC does not present clear objectives but informs that a Strategy on Adaption will be presented.</p>

FINANCE

6	Finance Commitments	Not mentioned.	<p>The NDC mentions that the target by 2030 is to be achieved through domestic measures only, without contribution from international credits. It states, however, that the EU continues to explore the possibilities of linking the EU ETS to other mature and robust emissions trading systems and that it will account for its cooperation through the EU ETS,</p> <p>In July 2020, the European Council agreed that the COVID 19 economic and social crisis requires exceptional measures to support the recovery and resilience of the economies of the Member States. The EU budget (the Multiannual Financial Framework for 2021-2027 (MFF), reinforced by a European Union recovery instrument named Next Generation EU (NGEU), will be the main European tool for this effort. "Climate action will be mainstreamed in policies and programmes financed under the MFF and NGEU. An overall climate target of 30% will apply to the total amount of expenditure from the MFF and NGEU and be reflected in appropriate targets in sectoral legislation. As a general principle, all EU expenditure should be consistent with Paris Agreement objectives. The NDC also mentions that a Just Transition Fund will be created.</p>	<p>The 2020 updated NDC informs that legislative decisions and initiatives on climate action will be mainstreamed in policies and programmes financed under the MFF and NGEU and that an overall climate target of 30% will apply to the total amount of expenditure of those instruments; and that a Just Transition Mechanism, including a Just Transition Fund, will be created. Although it is mentioned that the EU will also provide further support to developing countries for emissions reductions abroad to ensure it is contributing its fair share of the global mitigation burden, no financial estimates or further details are provided.</p>
7	Clear conditional targets	N/A	N/A	As a developed Party, the EU is expected to have only unconditional targets.
8	Moving from conditional to unconditional targets	N/A	N/A	As a developed Party, the EU is expected to have only unconditional targets.

FOSTERING SYSTEMIC CHANGE

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Increased sectoral coverage

Economy-wide sectoral coverage. Furthermore, it is mentioned that policy on how to include Land Use, Land Use Change and Forestry into the 2030 greenhouse gas mitigation framework will be established as soon as technical conditions allow and in any case before 2020.

Economy-wide sectoral coverage.

As of energy, it is mentioned that under the initial NDC, civil aviation is included, calculated including emissions from outgoing flights that start in the EU, on the basis of fuels sold in the EU. In addition, domestic waterborne navigation is also included as in the GHG inventories. Information on both civil aviation and waterbone navigation is subject to revision in light of the enhanced target.

It is mentioned that emissions from aviation are currently addressed by EU legislation and will be partially addressed by international measures under ICAO. Emissions from aviation are included in the EU ETS; however, currently, the scope of the EU ETS is limited to flights within the European Economic Area. The EU also adopted a new regulation on greenhouse gas emissions and removals from LULUCF that sets a binding commitment for each Member State to ensure that accounted emissions from land use are at a minimum compensated by an equivalent accounted removal of CO₂ from the atmosphere through action in the sector.

Both NDC presents economy-wide sectoral coverage, including Energy; Industrial Processes and Product Use; Agriculture; Waste; and Land Use, Land-Use Change and Forestry (LULUCF). The updated NDC mentions that to deliver on its initial NDC, the EU has reviewed and amended its legislation regarding the EU ETS to include the aviation sector.

10	Quantitative Sectoral targets	Not mentioned.	<p>EU-wide quantitative targets were presented for the energy and transport sector.</p> <p>1) Energy sector: The efficiency of the EU's final and primary energy consumption will be improved by at least 32.5% by 2030 as compared to an historic baseline. A new target for increasing renewable energy in final energy consumption has been set to reach at least 32% by 2030, which will represent almost a doubling from 2017 levels.</p> <p>2) Transport sector: CO2 emissions per kilometre from passenger cars sold in the EU must be reduced, on average by 37.5% from 2021 levels by 2030, and new vans on average by 31% from 2021 levels by 2030. CO2 emissions per kilometre from new large lorries must be reduced on average by 30% from 2019/2020 reference period levels.</p> <p>In addition, the NDC submission reminds that under the Efforts-Sharing Regulation, the EU has agreed legislation that sets individual binding targets for Member States in a number of sectors (transport, buildings, agriculture and waste).</p>	<p>Although the updated NDC presents an economy-wide sectoral coverage, specific EU-wide targets are mentioned for the energy and transport sector and national GHG emissions reduction targets are mentioned for a group of sectors (transport, buildings, agriculture and waste). It adds that Member States have prepared Integrated National Energy and Climate Plans for the period 2021 to 2030 that include their non-binding national contributions for achieving the combined energy and climate targets as well as related commitments under the Paris Agreement.</p>
11	Key structural sectors included	Not mentioned.	Not mentioned.	Key structural sectors, such as education and health, are not mentioned in both NDCs.

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Just transition policies

Not mentioned.

In order to address the social and economic consequences of the objective of reaching climate neutrality by 2050 and the Union's new 2030 climate target, a Just Transition Mechanism, including a Just Transition Fund of 17.5 Billion EUR (2021 -2027) has been created. Regarding social issues, the updated EU NDC is prepared "in the context of the EU's commitment to gender equality and cross-cutting priorities", as articulated in commitments such as: i) the European Pact on Gender Equality; ii) the commitment to create and maximise synergies between the social, environmental, and economic dimensions of sustainable development; iii) the EU's support for adoption of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP); iv) integrating the dimensions of human rights and gender equality by Member States into their national plans, strategies under the EU Energy Union Governance Regulation.

The 2020 NDC mentions the creation of a Just Transition Mechanism, including a Just Transition Fund. The updated NDC also reinforces the EU commitment to gender equality, human rights, rights of Indigenous Peoples and synergies between the social, environmental and economic dimensions of sustainable development. No further details are provided.

13

Cross-sectoral approaches

Not mentioned.

The NDC mentions that the EU Emission Trading System (EU ETS) which has been operational since 2005 puts a price on carbon by setting a cap on the maximum number of emission allowances. While the majority of emission allowances are auctioned, sectors at risk of carbon leakage receive a share of their allowances for free, based on benchmarks that reward the most efficient installations in each sector.

To deliver on its initial NDC, the EU has reviewed and amended its legislation regarding the EU ETS. This will accelerate the annual decreases in the cap from 1.74 % to 2.2 % from 2021 onwards and will also apply in respect of aviation. A new Market Stability Reserve within the ETS is addressing any build-up of surpluses that would undermine its orderly functioning. The EU has agreed legislation that sets individual binding targets for Member States for greenhouse gas emissions not covered by the EU ETS. The targets are differentiated in order to address fairness and take into account cost efficiency.

Apart from the EU ETS cross-sectoral approach, the 2020 NDC also mentions that the European Council, on 11 December 2020, invited the Commission to assess how all economic sectors can best contribute to the 2030 target and to make the necessary proposals.

INCLUSIVENESS AND PARTICIPATION

14	Inclusive process to invite inputs from institutions and citizens in the NDC design	Not mentioned.	The NDC mentions that the enhanced mitigation target is based on an extensive impact assessment, as well as stakeholder input, collected via public consultation. In keeping with EU legislative procedure, all legislative acts are subject to a public consultation, before adoption by the Council of the European Union and European Parliament. However, the NDC submission itself was not subject to any inclusive process involving institutions and citizens - it was only drafted and approved during meetings of the Council of the European Union (EU ministers) to reflect the enhanced mitigation target (itself subject to stakeholder input as mentioned above).	According to the NDC, a broad range of stakeholders were invited to provide inputs on the 2030 climate target, including citizens and the civil society, businesses, NGOs, academia, national, regional and local authorities. A full list of the contributions received during the consultation process is available in the European Commission website: https://ec.europa.eu/info/law/better-regulation/have-your-say/initiatives/12265-2030-Climate-Target-Plan/public-consultation . However, apart from the 2030 climate target, the NDC submission process was not subject to consultations.
15	Disclosure of information	Not mentioned.	Not mentioned.	Although not mentioned in the NDC, the public consultation for enhancing the EU's 2030 climate target was carried out through an online questionnaire made available from 31 March 2020 to 23 June 2020 on the European Commission website.
16	Reporting back on process	Not mentioned.	Not mentioned.	Although not mentioned in the NDC, information related to reporting back on the EU NDC update process and details of the consultation outcome can be found on the European Commission website.
17	Participatory Climate governance structures	Not mentioned.	The NDC mentions the Regulation on the Governance of the Energy Union, the Climate Action Regulation and the European Climate Law. Those provide multi-level public participation opportunities, including EU-level public consultations and national-level public engagement in the preparation of the integrated national energy and climate plans that implement national policy targets up to 2030. These legal acts include review clauses in line with the five-year-cycle under the Paris Agreement.	The NDC mentions the legislative framework that regulates public participation in countries in processes of climate governance until 2030.

CONTRIBUTION TO SUSTAINABLE DEVELOPMENT

18	Linkages with SDGs	Not mentioned.	Not mentioned. However, the 2020 NDC is said to have been prepared "in the context of the EU's commitment to gender equality and cross-cutting priorities", among which sustainable development and human rights.	Both NDCs do not mention links with SDGs.
19	Measurable Nature-based Solutions	Not mentioned.	The NDC mentions that the Council of the European Union has highlighted nature-based solutions' important role to solve global challenges such as biodiversity loss and ecosystems degradation, poverty, hunger, health, water scarcity and drought, gender inequality, disaster risk reduction and climate change.	Although the 2020 NDC recognizes the important role of nature-based solutions, no measurable actions or initiatives are presented.

TRACKING PROGRESS

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A transparent national system to track implementation

Not mentioned.

The NDC mentions that the governance arrangements, planning and monitoring mechanisms are set out in Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action and the European Climate Law. This includes an enhanced governance system related to integrated planning, reporting and monitoring in climate and energy policy fields, including with respect to climate and energy targets, policies, measures and projections, and provisions for multi-level public participation as well as public consultations to be held by the Member States in the preparation of the integrated national energy and climate plans that implement their policy targets up to 2030.

The EU NDC update advances by presenting governance arrangements, planning and monitoring mechanisms, which include targets and indicators.

WWF checklist for the EU's 2020 NDC assessment

Mitigation

Adaptation

Finance

Fostering system change

Inclusiveness and Participation

Contribution to Sustainable Development

Tracking progress

EU's rating grade after assessment:

 Short Way to Go

For more information

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