

Transport in new Nationally Determined Contributions (NDCs) and Long-Term Strategies (LTS) Version 30 November 2021









Foreword

This analysis explores how the second-generation NDCs* and all LTS address the transport sector, including the contribution made by transport to meeting reduction targets. It builds on previous analyses conducted by GIZ and SLOCAT from the first round of NDC submissions in 2015 and 2016.

The latest <u>IPCC Assessment Report</u> underscores the urgency to act, and sets the context for the findings of this analysis. The transport sector will play a crucial role in meeting Paris Agreement objectives, as transport is the second most polluting sector, registering emissions growth of 17% between 2010 and 2019 (<u>SLOCAT, 2021</u>).

These slides present the key insights that emerged from our quantitative and qualitative analysis of the NDCs and LTS submitted up to 25 November 2021 and – where possible – they highlight trends compared to the original NDCs. Our analysis is based on data collected in the <u>Tracker of Climate Strategies for Transport</u>. All of our figures stem from this data, unless otherwise explicitly noted.

SLOCAT and GIZ previously published recommendations to enhance transport ambition in the NDCs. Accordingly, our analysis also considers NDC alignment with our recommendations.



Recommended reads

- SLOCAT Partnership's NDCs
 Offering Opportunities for
 Ambitious Climate Action report of 2016
- GIZ's 2017 Transport in NDCs report
- GIZ's Six Action Recommendations to enhance climate ambition in transport
- GIZ's Sourcebook on Adapting <u>Transport to Climate Change of</u> 2021
- SLOCAT's <u>Ten Recommen-dations</u> to raise ambition for transport in NDCs
- Preliminary analysis released in January 2021 and an updated summary of May 2021
- UNFCCC website on NDCs





^{*} Second generation Nationally Determined Contributions (NDCs) refers to updated and second NDCs in this analysis as well as first NDCs for countries that did not convert their INDC to an NDC after signing the Paris Agreement

Tracker of Climate Strategies for Transport

Ambition, targets and policies in NDCs and Long-Term Strategies

The Tracker was developed jointly by SLOCAT and GIZ and funded by the **German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety**.

It provides information on the role of transport in climate policy documents and contains all NDCs and LTS that are currently available on the UNFCCC portal.

It is being updated constantly.

The Tracker of Climate Strategies for Transport will be updated in the future with other major national strategies, starting with the relevant transport documents references in the LTS and NDCs.

The Tracker is available here: www.changing-transport.org/tracker







Overview

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Ambition	Setting ambitious decarbonisation targets for the transport sector can be a powerful driver of the deep transformation	\rightarrow 1	1-16
Adaptation	Insufficient ambition makes adaptation and resilience in the sector even more important, but these aspects are not high on the agenda	\rightarrow 1	7-19
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>>> Context

Transport-sector ambition needs to be considered within the broader context of the economy-wide decarbonisation goals in NDCs and LTS.





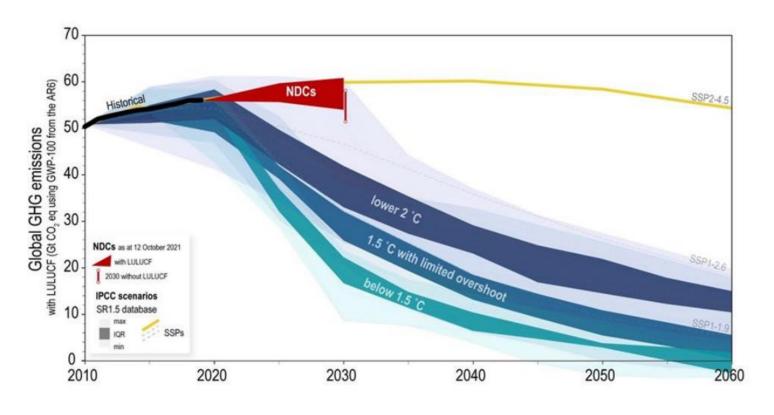
Collective climate ambition in 2021

Climate action efforts included in second generation NDCs in the transport sector need to be seen in the context of overall NDC ambition.

The updated <u>UNFCCC synthesis report</u> found that second generation NDCs imply a further increase in GHG emissions of around 16% by 2030 compared to 2010.

Without further action this could lead to a temperature increase of around 2.7 degrees Celsius by the end of the century, far more than the 1.5 degrees mentioned in the Paris Agreement.





Source: <u>UNFCCC Synthesis report</u>, 25 October 2021





^{*} Submissions up to 12 October 2021

Compensating transport emissions in other sectors won't be possible forever...

Many transport decarbonisation strategies rely on "offsetting": that is, on the reduction of emissions in other sectors or geographic locations, and/or emission avoidance/sequestration (e.g. land use changes; planting of trees) as a compensatory mechanism.

However, other sectors, such as some industries or agricultural subsectors, also have hard-to-abate emissions, leading to increasing demand for offsets.

The resulting increased demand for land is often in competition with global food production and other essential ecosystem services.

Delaying action in the transport sector by relying on offsets will ultimately increase the cost of transformation and require much more abrupt change later With the overall economy needing to reduce emissions to net-zero, all sectors in all countries must dramatically reduce emissions





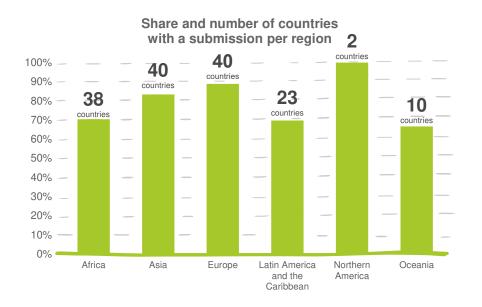
Scope of analysis – Nationally Determined Contributions (NDCs)

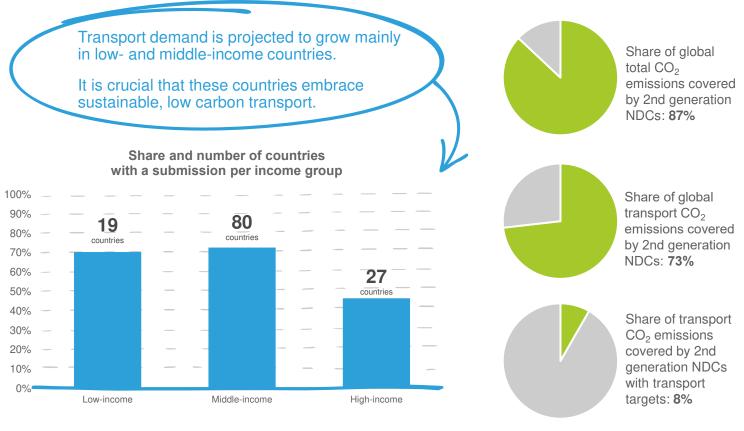
127 second generation NDCs submitted to the UNFCCC up to 25 November 2021

13 second NDCs

→ 114 updated NDCs

Representing 153 countries





Source for emissions data: EDGAR, 2019

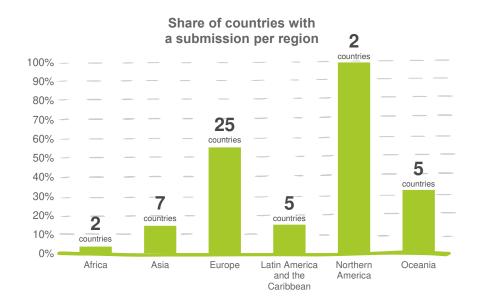




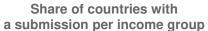
Scope of analysis – Long-Term Strategies (LTS)

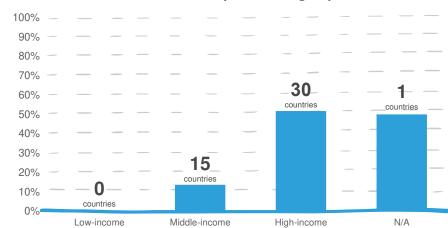
Long-term strategies (LTS) submitted to the UNFCCC up to 25 November 2021

- 46 LTS (includes LTS by EU but also by 17 individual EU member countries)
- Representing 55 countries



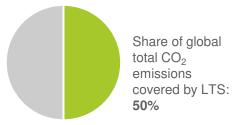
No submissions were received from low-income countries

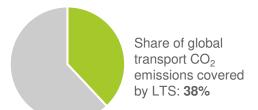


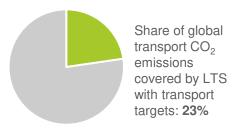


Note:

the EU does not have an assigned income group as member states cover a variety of income levels.







Source for emissions data: EDGAR, 2019





Limitations of the analysis

Only information contained in the second generation NDCs and LTS has been analysed.

Many countries have additional national strategies, targets and measures that may be included in national documents, policies and legislation, but which have not been included in their NDC or LTS, and are thus not considered.

Our assessment of transport in NDCs has been guided by well-defined parameters, and our data collectors were instructed to use a special glossary. However, there may be inconsistencies due to the divergent interpretation of parameters or a lack of parameter fit to specific aspects of the submissions.

The NDCs and LTS were submitted in English, Spanish and French. When necessary, data collectors used an automatic translation tool, which creates a potential for errors. If a party submitted an official English translation, then the English translation was consulted.

The objective of our analysis is to identify the extent to which the NDCs and LTS reflect the needed paradigm shift in the transport sector, assuming that:

- NDCs will trigger national action in the transport sector
- NDCs are used to show national action in the sector







Ambition

Setting ambitious decarbonisation targets for the transport sector can be a powerful driver of the deep transformation that will be required to achieve inclusive, efficient, safe and green mobility.

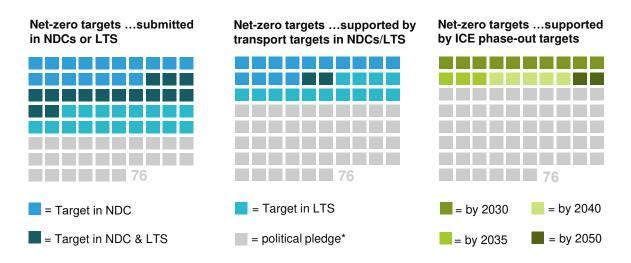




Transport targets do not yet indicate a paradigm shift in the sector

The good news: A growing number of countries submitted a long-term net-zero target...

- **50 countries** have submitted **economy-wide net**zero targets in their LTS, NDCs or in both, covering 66% of global transport emissions.
- 26 countries announced net-zero targets but have not yet included them in their submissions.



However: of the 50 countries with net-zero targets, only 16 have medium-term transport sector targets in their second generation NDCs and 14 more include transport targets in their LTS.

- The GHG targets for transport in the second generation NDCs and LTS cover the entire domestic transport sector in just 13 countries.
- Only Belgium, Israel and Switzerland have specific transport sector long-term targets that are aligned with their net-zero economy-wide goals.



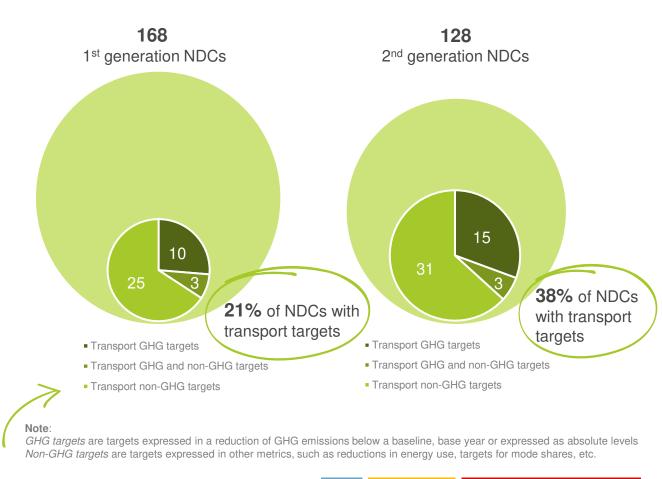




^{*}Data on political pledges stem from Climate Watch

More countries have embraced GHG mitigation targets for transport in their NDCs, but the big emitters are still missing

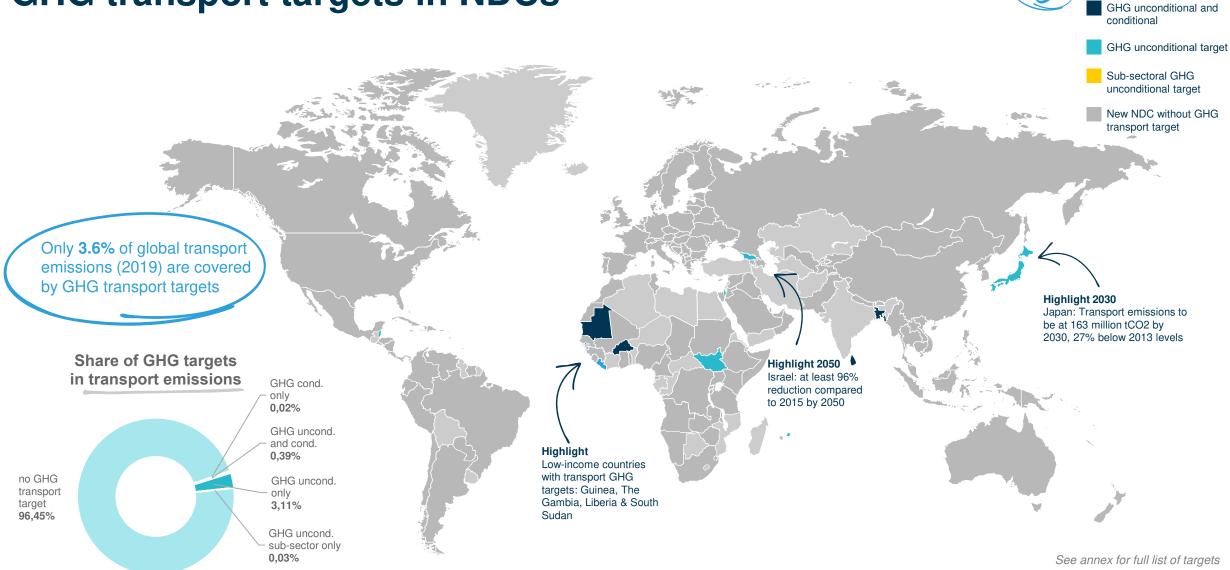
- 38% of second generation NDCs contain GHG and/or non-GHG transport targets, compared to just 21% in the first round.
- → 12% of second generation NDCs have transport GHG emission targets, compared to 7% in the first round.
- 57% of LTS have transport targets, with 40% of LTS having GHG targets.
- An increasing number of low- and middle income countries have transport GHG targets, including Liberia, Guinea, Bangladesh, The Gambia, and Sri Lanka.
- However, most of the countries with targets are small, many of the big emitters still lack transport targets.







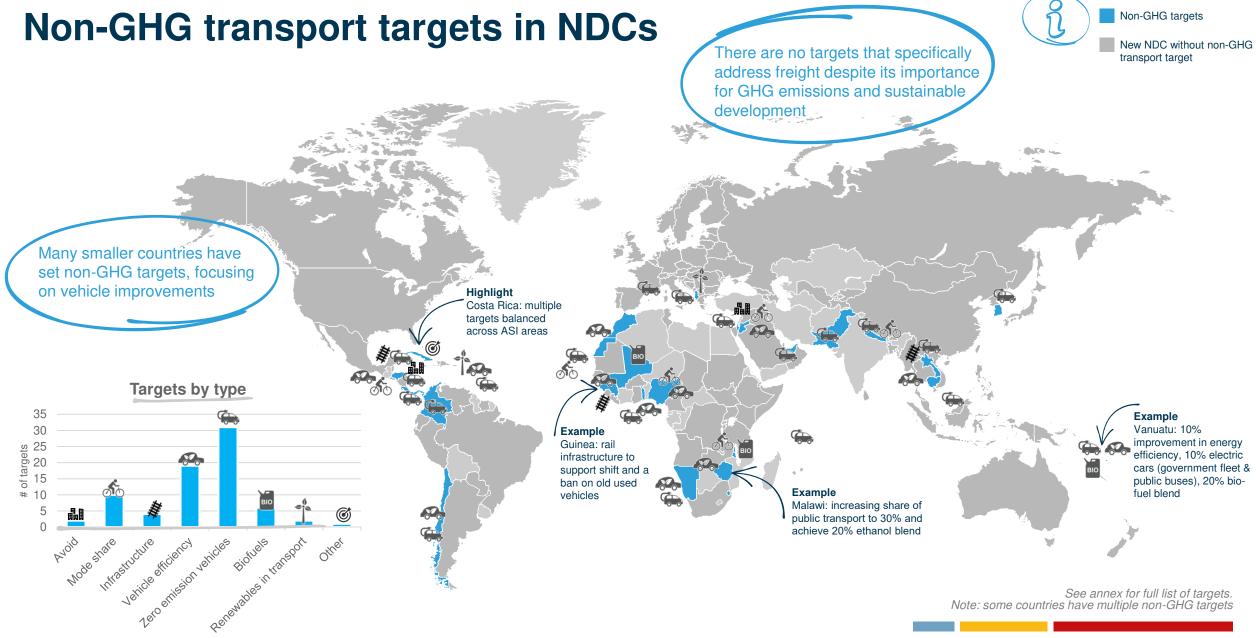
GHG transport targets in NDCs







GHG conditional target



NDCs miss the opportunity to connect climate action in transport to a wider sustainability agenda

Areas where better integration is needed

Some measures do not support large short-term GHG reduction, but have other benefits

Some measures can even have negative GHG effects, but support other sustainability areas

Some actions have obvious non-GHG benefits...

...others not

16

Examples

Supporting non-motorised transport improves activity levels and creates health benefits

Building new roads can improve access in rural areas, but can also lead to increased car use

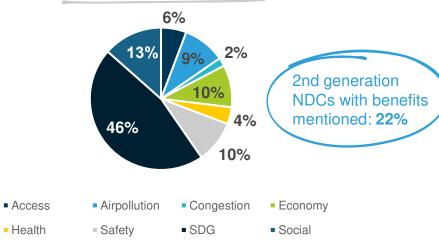
Public transport improvements enhance access while reducing air pollution and congestion

Biofuels can reduce GHG emissions, but can have negative effects on food security



NDC transport actions fail to exploit opportunities related to gender, the SDGs, equity and other aspects that would enable a wider transformation

Types of benefits mentioned in 2nd generation NDCs



SDGs most often mentioned













Adaptation

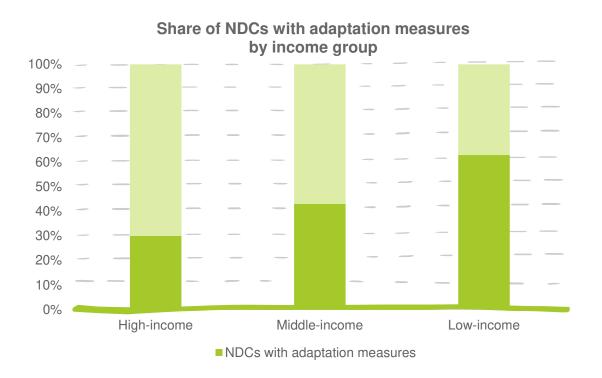
Insufficient ambition makes adaptation and resilience in the sector even more important, but these aspects are not high on the agenda.





There is too little focus on adaptation and resilience in transport

54 second generation NDCs (43%) contain adaptation measures related to transport, compared to 22% in the first generation NDCs



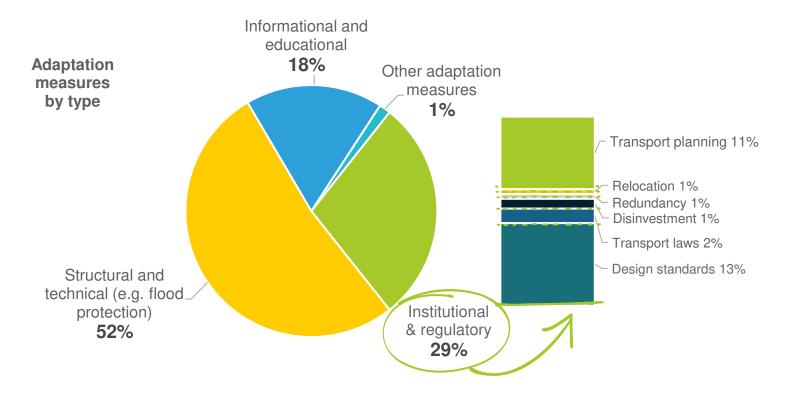
- Only 7 countries have some form of adaptation-related goal in the transport sector.
- Adaptation measures in the transport sector remain very general and focus on roads.
- 63% of low-income countries contain transport sector adaptation measures in their NDCs.
- Only 30% of high-income countries' NDCs include transport sector adaptation measures.





Transport adaptation measures focus on infrastructure and technology; adaptation needs greater mainstreaming in planning and policy

28 second generation NDCs (22%) contain adaptation measures related to institutional and regulatory mainstreaming





Consideration of climate change at all planning levels is essential, if governments are to design resilient systems that have lower long-term costs but remain reliable

- Second generation NDCs focus on structural and technical solutions, such as flood protection and improved maintenance.
- 35 measures relate to institutional and regulatory frameworks.
- 24% refer to the needed integration of adaptation in transport planning and design standards.





Implementation

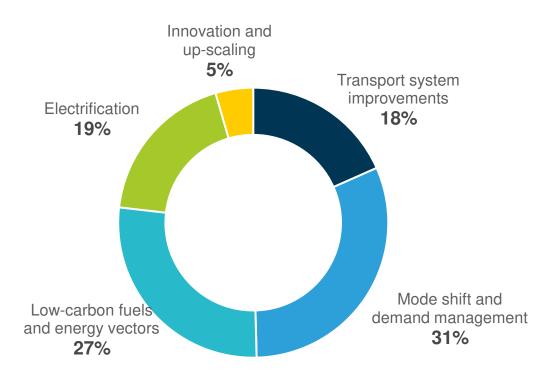
The new NDCs provide more information on mitigation actions – but they often remain unbalanced or vague on how to implement them.





NDCs include an increasing number of mitigation measures, but many remain vague

77% of second generation NDCs provide additional information on measures, compared to 66% in the first generation NDCs



However, many measures included in NDCs remain vague

- Many NDCs included statements about the 'promotion', 'introduction' or 'creation' of low-carbon options.
- Many of the measures are statements of 'intent' or desired outcomes, and do not specify how these are to be achieved.
- This is particularly important where measures cannot be directly implemented by national governments, but rely on other actors who need to be incentivised.



Although the main objective of NDCs is to communicate national commitments under the Paris Agreement, many countries include a description on how they envisage implementing their commitments. Some also provide information on the success of past actions.

Communication on such issues helps us to better understand the robustness of their commitments and – in the case of developing countries - to identify assistive needs.





National support to cities is not reflected in NDCs, despite the critical role for transforming mobility at the urban level

- Some measures refer to national transport strategy documents, particularly measures for the expansion and improvement of public transport.
- A number of NDCs mention specific urban development plans for individual cities, urban mobility plans in general, or the need for integrated urban planning, but do not specify if/how this is to be supported by national government.
- Concrete support can be provided though National Urban Mobility Programmes or direct investment: Canada, for example, specifies an annual budget for public transport funding.



Many cities are already active and have developed a wide range of solutions and best practices, but most need national support and adjusted legal frameworks for action.



Spotlight: Barbados

In the context of clean mobility, the updated NDC refers to the Sustainable Urban Mobility Plan for the Greater Bridgetown Area and the Urban Corridor

This plan is embedded in the nationallevel Physical Development Plan 2017, which provides:

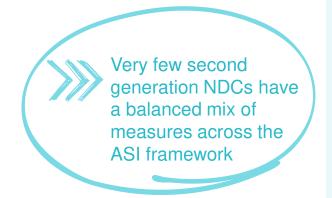
- An investment and decisionmaking land use framework for all stakeholders
- Standards for all planning applications
- Guidance on priorities
- Alignment of relevant government policies and strategies (climate change and risk reduction, agriculture, infrastructure, transportation, drainage, housing)

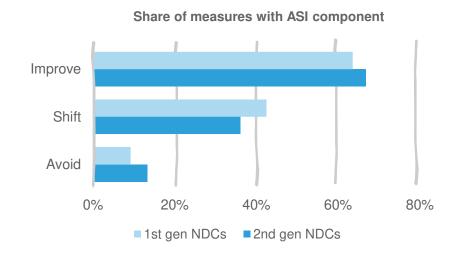


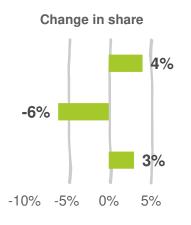


The full potential of AVOID and SHIFT remains untapped: the focus is on IMPROVE measures

- **67%** of measures aim to improve efficiency or carbon content in fuels
- 36% of measures aim to shift demand to more efficient or non-motorised modes of transport
- **13%** aim to avoid transport activity







...but there are ways to do it:

The updated NDC from Sri Lanka contains a balanced mix of 35 measures in the transport sector, covering all areas, including:

- Reducing commuting and travel times
- Parking management
- Enhancing public transport
- Enhancing pedestrian walkways
- Promoting cycling
- Shifting freight to rail
- Promoting sea transport
 - ...along with measures to improve

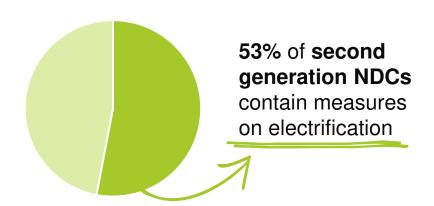


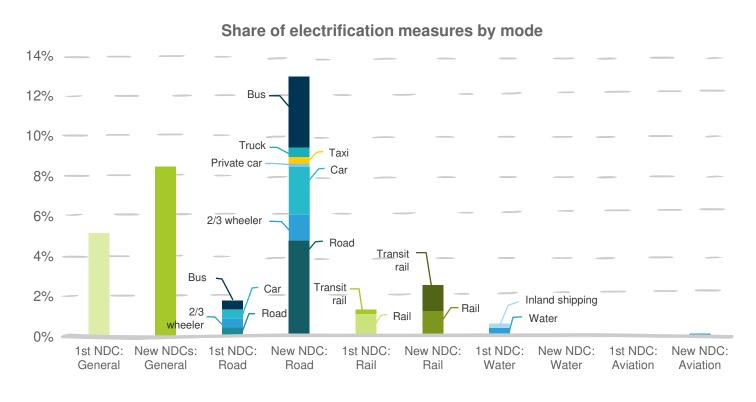




The new NDCs have a strong focus on electrification of road transport across vehicle types

- Electrification measures represent 18.6% of all measures included in second generation NDCs
- Road vehicles have seen a massive increase in attention since the first generation of NDCs
- 94% of NDCs with measures are from non-Annex I countries









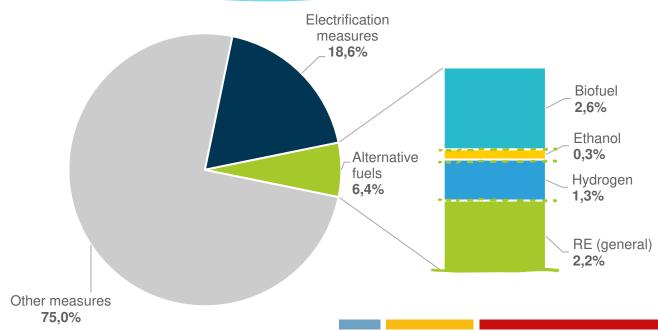
The NDCs do not consider how transport electrification and alternative fuels will impact renewable power systems

The decarbonisation of transport will be impossible without linking electrification to renewable energy



There is little mention of the increased electricity demand that will result from electrification, especially for the hydrogen production to fuel shipping, aviation and heavy trucks

- 40 measures and 3 targets directly link renewables and transport.
- Most of these refer to general renewables, which can include biofuels, alternative fuels and green hydrogen.
- Almost half of the measures related to renewable energy in transport are not specific about the type of renewable fuel.
- Only a few NDCs include explicit renewable electricity targets for transport.







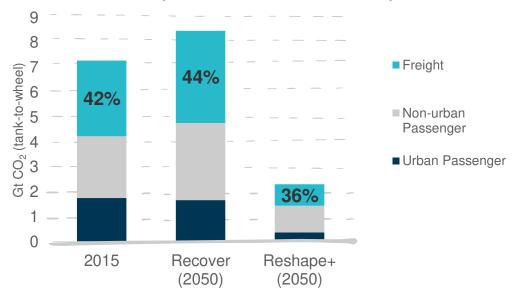
Freight remains overlooked in NDC measures despite great urgency and the key role of freight in national development

Just **9.3**% of measures in NDCs <u>explicitly</u> refer to freight only or both freight and passenger transport while **25**% explicitly mention passenger transport...



LTS measures are slightly more balanced: **10.3%** explicitly mention freight, and **15%** explicitly address passenger transport.

Global transport emissions under current policies



...although emissions from freight are projected to represent 44% of total emissions from the sector under current policies by 2050.

Source: ITF Transport Outlook 2021 Figure 2.9





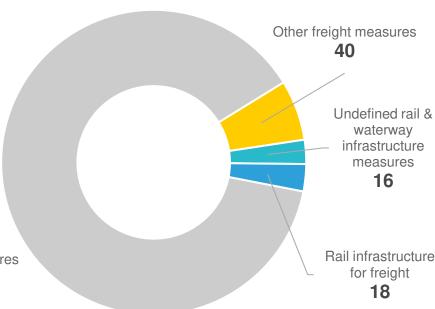
The expansion and improvement of freight infrastructure for rail and waterways is a neglected topic

Only 1.9% of measures from 21 second generation NDCs explicitly address rail infrastructure expansion or the improvement of freight infrastructure.

Only **0.3%** of measures refer to improvements in maritime freight infrastructure.

3.4% of measures refer to general rail and waterway infrastructure improvements, which can also benefit freight.

> Passenger or undefined measures 551





The 2nd NDC highlights the planned 1,200 km Etihad Rail network; stage one of this project (264 km) has been operational since 2016 for freight.

According to the NDC, a single journey on this line removes 300 trucks from the road, reducing GHG emissions by 70–80%.

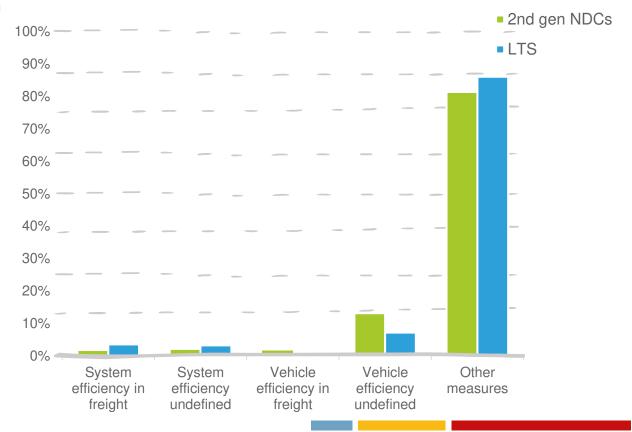




The potential for improving system efficiency in freight continues to be overlooked in NDCs

Due to strong growth in freight transport volumes, it may not be possible to fully decarbonise freight using alternative fuels in the absence of massive efficiency gains

- Only **1.8%** of measures in second generation NDCs contain elements that explicitly address system efficiency in logistics.
- 2.1% of measures address general system efficiency, mostly densification in urban planning and enhanced multimodality.
- While **13.1**% of measures look at vehicle efficiency in general, only **1.6**% address the efficiency of freight vehicles.
- There is a slightly higher attention to system efficiency in freight in LTS







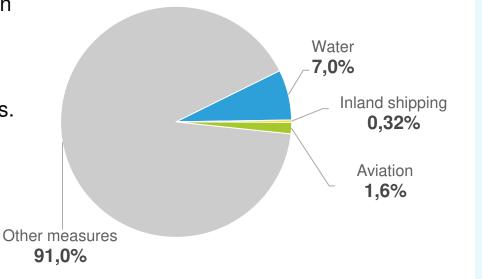
NDCs do not show national action on aviation and shipping – nor action related to ICAO/IMO

Under current policies, international aviation and maritime transport are projected to account for a guarter of total transport emissions by 2050

Source: ITF Transport Outlook 2021

Only a few second generation NDCs mention measures to mitigate GHG emissions from the two sectors nationally

- 22 NDCs contain general measures to address the maritime and aviation sectors.
- A focus is placed on shipping, with very little attention devoted to aviation.



Spotlight: A few parties mention their involvement in ICAO/IMO

In its NDC. Cabo Verde highlights the need to decarbonise maritime transport through engagement with the IMO.

Myanmar hopes to enhance its capacities to engage in ICAO's Carbon Offsetting and Reduction Scheme for International Aviation.

The LTS from the EU and **Singapore** state that efforts to minimise aviation and shipping emissions will be addressed through active participation in ICAO and IMO.





New NDCs show greater engagement with stakeholders in transport and greater coordination between government ministries

- Almost all NDCs contain information on the planning process, institutional arrangements and stakeholder engagement used for developing the NDC.
- Most refer to specific arrangements for NDC preparation, such as inter-institutional commissions, councils and committees.
- Many countries conducted extensive stakeholder consultation and peer review to enhance their understanding of the NDC.
- 12 NDCs clearly mention the direct involvement of relevant transport stakeholders – usually the Ministry of Transport – in developing their NDCs (although more may be involved through general inter-institutional arrangements).

The large-scale transformation of the transport sector requires the support of a wide range of stakeholders and close collaboration between the public and private sectors



No information on the involvement of sub-national transport stakeholders is included in the NDCs, although these actors are often crucial for successful implementation





Financing the transformation

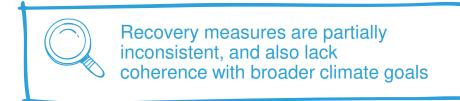
Information on how implementation is to be financed remains scarce, and obvious sources of funding – such as eliminating fossil fuel subsidies – do not feature high on the agenda



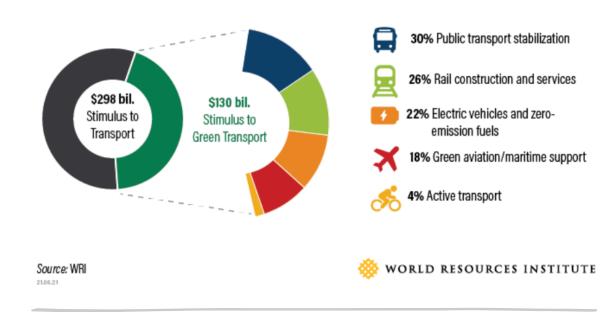


NDCs fail to spotlight green recovery as option for financing the transition to zero-emission transport

- Only 28 second generation NDCs (22%) mention the impact of the COVID-19 pandemic.
- All references to the pandemic refer to the negative impact on the overall economy and public budgets.
- Some refer to uncertain implementation of NDCs due to fallout from the pandemic.
- Only 4 NDCs see the recovery from the pandemic as an opportunity to 'build back better' and to support the implementation of ambitious climate goals.



Existing recovery measures for transport only allocate 44% to green transport solutions



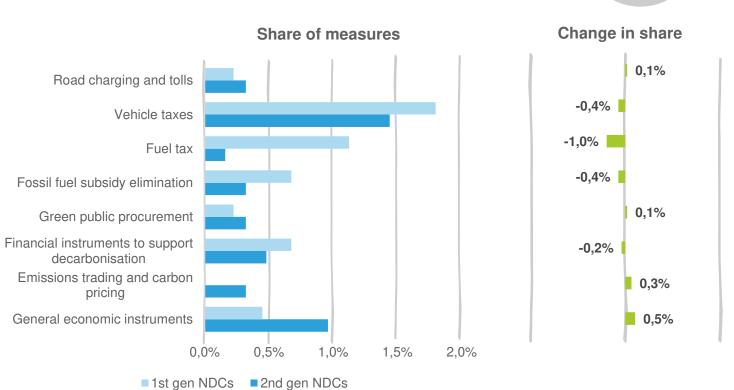
Source: https://www.wri.org/insights/transport-stimulus-spending-green-recovery





NDCs pass up opportunity to phase out fossil fuel subsidies and to adopt instruments for financing the transition to sustainable, low-carbon transport

- Only 2 countries, the United Arab Emirates and Switzerland, representing 0.4% of measures, mention that they are actively engaging in fossil fuel subsidy elimination.
- The removal of fossil fuel subsidies would not only set better incentives for fuel savings, but would also free public budgets for clean investment.
- Other economic instruments that could support the transition remain underrepresented, despite their dual role in setting incentives while providing funding for governments.





Other

measures

95,9%



Economic measures 4,1%

Summary





There is progress, but large potentials remain untapped

- Compensating transport emissions in other sectors won't be possible forever
- NDCs include an increasing number of mitigation measures, but many remain vague
- The full potential of AVOID and SHIFT remains untapped: the focus is on IMPROVE measures
- Freight remains overlooked in NDC measures despite great urgency and the key role of freight in national development
- NDCs do not show national action on aviation and shipping – nor action related to ICAO/IMO

- New NDCs show greater engagement with stakeholders in transport and greater coordination between government ministries
- NDCs miss the opportunity to connect climate action in transport to a wider sustainability agenda
- NDCs pass up opportunity to phase out fossil fuel subsidies and to adopt instruments for financing the transition to sustainable, low-carbon transport
- NDCs fail to spotlight green recovery as option for financing the transition to zero-emission transport





Checking progress against the six action recommendations



Building on existing transport-related roadmaps, calls for action, discussion papers and research findings, GIZ devised six essential recommendations for policymakers and other officials dealing with climate action and ambition in the transport sector.

They aimed to support policy-makers for NDC revisions, and were broadly formulated to allow adaptation to divergent national contexts.



You can download the publication here: https://changing-transport.org/wp-

content/uploads/GIZ.-2020.-Enhancing-Climate-

Ambition-in-Transport-Six-Action-

Recommendations-for-Policy-Makers.pdf





GIZ's six action recommendations address critical aspects for scaling up ambitions in NDCs and LTS further

Transport targets do not yet indicate a paradigm shift in the sector.

More countries have embraced GHG mitigation targets for transport in their NDCs, but the big emitters are still missing.

Ensuring the resilience of transport systems

There is too little focus on adaptation and resilience in transport.

Transport adaptation measures focus on infra-structure and technology; adaptation needs greater mainstreaming in planning and policy.

Empowering cities with national support National support to cities is not reflected in NDCs, despite the critical role for transforming mobility at the urban level.

Investing in sustainable rail. inland shipping and multimodal hubs

The expansion and improvement of freight infrastructure for rail and waterways is a neglected topic.

efficiency in freight and

The potential for improving system efficiency in freight continues to be overlooked in NDCs.



The new NDCs have a strong focus on electrification of road transport across vehicle types.

How transport electrification and alternative fuels will impact renewable power demand is not adequately considered.











List of transport GHG targets in second generation NDCs

Country	Type of target	Target year	Target
Grenada	GHG conditional target	2025	20% reductions anticipated from this sector by 2025
Liberia	GHG conditional target	2030	Reducing GHG emissions by 15.1% below BAU level
Seychelles	GHG conditional target	2030	Target emissions in the transport sector (due to gasoline vehicle) in 2030: 169.1 kt CO_2e (30% reduction = 72.5 kt CO_2e)
The Gambia	GHG conditional target	2030	Reducing GHG emissions by 22.2% below BAU level
Sri Lanka	GHG unconditional and conditional	2030	Unconditional: Reduction against BAU scenario by 1.0% Conditional: Additional reduction against BAU scenario by 3.0%
Bangladesh	GHG unconditional and conditional	2030	Unconditional: Transport GHG reduction of 3.39 Mt CO_2 e compared to BAU of 36.28 Mt CO_2 e Conditional: Transport GHG reduction of 6.33 Mt CO_2 e compared to BAU
Burkina Faso	GHG unconditional and conditional	2025	Unconditional: Reduction potential of 1,477 Gg CO ₂ e; Conditional: Additional reduction potential of 267 Gg CO ₂ e
Mauritania	GHG unconditional and conditional	2030	Reducing GHG emissions by 92.65 Gg CO ₂ e of which 5.21% unconditional





List of transport GHG targets (cont.)

Country	Type of target	Target year	Target	
Georgia	GHG unconditional target	2030	Reducing GHG emissions by 15% below BAU level	
Israel	GHG unconditional target	2030	2030 Limit emission increase to 3.3% compared to 2015 levels	
Japan	GHG unconditional target	2030	2030 Transport emissions to be at 146 million t CO ₂	
South Sudan	GHG unconditional target	2030	30 Reducing GHG emissions by 44% below BAU level	
Belize	GHG unconditional target	2030	Avoid 117 kt CO ₂ e/year	
Mauritius	GHG unconditional target	2030	The contribution by each sector to the 40% mitigation target in terms of avoided emissions (kt $\rm CO_2e$) is as it follows: Transport: 129 kt $\rm CO_2e$	
Andorra	Sub-sectoral GHG unconditional target	2030	Reducing GHG emissions by 50% below BAU level from inland road transport	
Fiji	Sub-sectoral GHG unconditional target	2030	Reducing GHG emissions by 40% below BAU level from domestic maritime shipping emissions	
Guinea	Sub-sectoral GHG unconditional & conditional target	2030	2030 Unconditional: Reducing GHG emissions to 4,142 kt CO ₂ compared to BAU level of 4,335 kt CO ₂ Conditional: Reducing GHG emissions to 3,879 kt CO ₂ compared to BAU level	
Samoa Sub-sectoral GHG conditional target 2030 40 09.03.2022 Key insights – Transport in new NDCs and LTS		2030	Samoa would like to put forward to following mass-based sub-sector GHG emissions reduction targets that can be applied relative to the new reference year once the GHG emissions inventory is updated: - Land transport: 5.2 Gg CO ₂ e - Maritime transport: 3.0 Gg CO ₂ e SLOCAT Partnership on Sustainable. [GIZ beutsche Gesellschaft für Interationale Zusammenarbert]	



List of countries with transport non-GHG targets

Albania	Israel	Republic of Korea
Antigua and Barbuda	Jordan	Republic of North Macedonia
Barbados	Lao People's Democratic Republic	Saint Kitts and Nevis
Brunei Darussalam	Malawi	Seychelles
Cabo Verde	Mali	Togo
Cambodia	Monaco	United Arab Emirates
Chile	Morocco	Vanuatu
Colombia	Namibia	Zimbabwe
Costa Rica	Nepal	
Cuba	Nigeria	
Eswatini	Pakistan	
Guinea	Palestine	
Honduras	Panama	



For more details on targets, please see the <u>Tracker of Climate Strategies for Transport</u>













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