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MaxiMiser

STRATEGIES FOR A LOW CARBON EU BY 2050

REPORT

EU

2017

A CLIMATE FOR THE FUTURE

Assessing EU Member States' Low-Carbon Development Strategies and lessons for Energy Union governance

CONTENTS

Executive summary	5
Key findings and recommendations	7
Introduction	13
Low-Carbon Development Strategies - what are they and why do they matter?	16
The evaluation tool	20
The results	25
Low-Carbon Development Strategies (LCDS) across the EU: an overview	26
Evaluating LCDS status according to our four essential elements	27
Evaluating and ranking LCDS based on their quality scores	28
Best practice and innovative strategies	30
How well Member States LCDS score in relation to the three indices: an overview	31
How well Member States score in relation to each of the ten criteria	32
Ranking the scale of emissions reductions targets	33
Analysis and recommendations	36
Country by country: Low-Carbon Development Strategies and MaxiMiseR's assessment	44
Annexe: the evaluation methodology	105

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The EU and other industrialised countries have pledged to cut greenhouse gas emissions by at least 40% by 2030, and by 80-95% by 2050. EU Member States must produce 'Low-Carbon Development Strategies' (LCDS) to show how they will do so. Ensuring that these LCDS are ambitious and of a high quality, and are developed in a participative, transparent manner is key to meeting the EU's emissions reductions goals. Helping this to happen is the aim of the MaxiMiseR project. MaxiMiseR is funded by the EU LIFE Programme for the Environment and the MAVA Foundation.

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WWF's mission is to stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature, by conserving the world's biological diversity, ensuring that the use of renewable natural resources is sustainable, and promoting the reduction of pollution and wasteful consumption.

The WWF European Policy Office The European Policy Office contributes to the achievement of WWF's global mission by leading the WWF network to shape EU policies impacting on the European and global environment.

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EXECUTIVE SUMMARY

On 30 November 2016 the European Commission published its proposal for Energy Union governance beyond 2020. The proposal requires Member States to produce long-term low carbon strategies - a key part of the 2015 Paris Agreement on climate change.

This is not the first time Member States have had to produce such plans: Low-Carbon Development Strategies (LCDS) for 2050 were already required by the EU's 2013 Monitoring Mechanism Regulation¹ (MMR). Member States were supposed to hand in these plans by 2015.

The EU-funded 'MaxiMiseR' project aims to help Member States produce effective LCDS and thus avoid issues such as stranded assets². It has analysed and assessed the LCDS submitted by Member States in 2015 under the MMR. MaxiMiseR has given each LCDS a score based on elements like long-term vision, ambition, credibility and scientific basis, and on whether it was developed in a transparent and participative manner.

It is important to note that these assessments are based solely on the analysis of the documentation submitted to the European Environment Agency in 2015, in accordance with the obligation in the MMR. From anecdotal evidence, we are aware that there have since been changes in many of the Member States. In some cases, this has been a weakening of targets and Low-Carbon Development Strategy processes whilst in others, it has been the development of stronger higher quality strategies. In the case of Germany, a new LCDS was presented in Marrakech in November 2016 at the COP22 climate summit. The MaxiMiseR project foresees that all updates submitted by Member States in March 2017, in accordance with the MMR will be assessed, and therefore these changes will be captured and reported at that time.

¹ Regulation (EU) No 525/2013 of the European Parliament and of the Council of 21 May 2013 on a mechanism for monitoring and reporting greenhouse gas emissions and for reporting other information at national and Union level relevant to climate change.

² Stranded assets are investments which experience a sudden fall in value - for example, a coal plant would become a stranded asset if fossil fuels are phased out.



Key findings and recommendations

1. Finding:

Less than half of Member States have delivered an LCDS

Only eleven out of the twenty-eight Member States delivered a Low-Carbon Development Strategy by January 2015 as required under EU law. These countries are Cyprus, Denmark, Finland, France, Germany, Greece, Ireland, Lithuania, the Netherlands, Portugal, and the UK.

Recommendation: Any framework for long-term strategies, such as the Commission's proposals on governance, needs a clear enforcement mechanism which ensures that all Member States deliver their strategies in a timely manner. Such a mechanism should also require a Member State to regularly review its strategy – preferably in a way consistent with the five-yearly review processes in the Paris Agreement. This framework should have a 2050 timescale in order to focus attention on the long (but foreseeable) term. This would allow the benefit of the long-term analyses which have already been done in the EU and elsewhere to be reaped, and it would bring the EU in line with the Paris Agreement's requirement for mid-century strategies.

2. Finding:

Member States' LCDS get a wide range of scores

As the table below demonstrates, LCDS developed by EU Member States under the Monitoring Mechanism Regulation (MMR) are of hugely varying quality. While some score under 40% in the assessment carried out with the quality evaluation tool, others achieve nearly 80% (for more on the tool and the assessment criteria, see page 21).

Rank	Member State	Score
1	France	78%
2	United Kingdom	71%
3	Finland	68%
4	Lithuania	58%
5	Netherlands	54%
6	Portugal	49%
7	Denmark	43%
8	Ireland	41%
9	Germany	38%
10	Greece	32%
11	Cyprus	25%

Recommendation: These findings suggest that clear requirements for these strategies through templates and guidance would help ensure that all Member States produce higher quality strategies. The MaxiMiseR project will deliver detailed guidelines for Member States on the development of high quality long-term climate strategies in 2017.

3. Finding:

High overall LCDS quality does not always mean high ambition

Rank	Member State(s)	2050 emissions reduction target
Economy-wide target		
1	Denmark, Finland, Germany	80-95%
2	Cyprus, Ireland, Lithuania, Netherlands, United Kingdom	80%
3	France	75%
4	Portugal	50%
Energy sector target only		
	Greece	60-70%

Whilst overall ambition is paramount to achieving climate goals, both the literature on and experience with Low-Carbon Development Strategies point to the fact that it is not just where you want to get to but also how you plan to get there that is important. It is with this in mind that we have developed a tool in which ambition is just one of the elements which contributes to the overall quality of the low carbon development strategy.

In addition to this overall quality score, we also wanted to get a picture of the scale of emission reductions undertaken by each Member States involved in our evaluation.

A high overall quality score for the LCDS and high emission reductions do not necessarily go hand in hand. This is most apparent in the cases of Germany, Denmark and France. Germany has a fairly low overall quality score yet high emission reductions level and Denmark has a low overall quality score and a high economy-wide ambition level. However, France has the highest overall quality score yet comes low in the ranks for the ambition of their target. Only three of the eleven national LCDSs have emissions reductions targets in line with the IPCC goal for developed countries, namely minus 80-95% by 2050 compared to 1990 levels, as adopted by the EU.

Recommendation: Member States must ensure that they have economy-wide 2050 emissions reduction targets which at a minimum are in line with the current EU 2050 emissions reduction goal and that their ambition level for 2050 is revisited to ensure it remains in line with the latest climate change science and advancements in technology, including holding global warming to less than 2°C and pursuing efforts to keep it below 1.5°C.

4. Finding:

Member States are strongest on public transparency

Member States' plans score highest on public transparency. This is measured by looking at the extent to which the LCDS documentation and supporting data are available to the public, something that is stipulated as a requirement in the MMR.

Recommendation: The European Union should maintain explicit requirements aimed at guaranteeing the public's access to long term decarbonisation plans and their supporting analyses, data and documents.

5. Finding:

Member States align with EU 2050 emissions reductions goal

Our analysis of LCDS has shown that Member States have typically defined their 2050 goals based on the target of an 80-95% reduction in EU greenhouse gas emissions set out in the EU Energy Roadmap 2050³. In the majority of the LCDS, the underlying analysis of domestic data makes reference to the scenarios given in the Energy Roadmap.

Recommendation: The EU 2050 Energy Roadmap and other EU climate targets have played a critical - and positive - role in determining the level of Member State LCDS ambition, as well as the strength of their supporting analysis. Therefore EU targets, accompanied by clear scientifically-based reference scenarios, are central to the quality of the LCDS developed by Member States. The European Commission should ensure that the revised 2050 Roadmap (currently being developed) includes targets, time horizons and reference scenarios in line with keeping global temperature rise this century to 1.5°C.

³ COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS Energy Roadmap 2050 COM/2011/0885 final - http://eur-lex.europa.eu/legal-content/EN/ALL/;ELX_SESSIONID=pXNYJKSFbLwdq5JBWQ9CvYWyJxD9RF4mnS3ctywT2xXmFYhlnIW1l-868768807?uri=CELEX:52011DC0885

6. Finding:

Some Member States integrate their plans better than others

The 'integration' criterion used in the MaxiMiseR assessment examines the degree to which an LCDS takes its cross-border impact into account, is aligned with other policy fields and involves all relevant agencies and/or levels of governance in its implementation. On this criterion there was a degree of polarisation amongst Member States: some scored well, others scored badly.

Recommendation: Member States need to ensure that their long-term decarbonisation strategies take account of broader economic, social and environmental objectives. LCDS implementation should also be shared across government departments as well as the different levels of governance in the Member State concerned in order to increase the robustness of, and buy-in, to national strategies. There is also significant strategic value in sharing plans for decarbonisation with neighbouring countries. The Commission's Governance proposals provide for cooperation of this kind with neighbouring countries, but only with regards to the National Climate and Energy Plans, which are very much focused on the 2030 timescale. There would be benefits in extending such provisions to Long-Term Strategies – if a long-term perspective is not already part of the 2030 planning process in the Member State concerned.

7. Finding:

Member States have not systematically involved stakeholders

The poor scores in the criteria termed 'process transparency' - seven out of the eleven LCDS scored 50% or less - demonstrate that most Member States have not yet recognised the value of meaningful, transparent and participative involvement of stakeholders during the preparation of their strategy nor the importance of sharing information on this in the strategy itself.

Member States should ensure that strategy development and implementation processes involve stakeholders fully. The relevant EU legislation should make this a requirement.

8. Finding:

Member State strategies are not broad enough

Six out of eleven Member States received scores of 50% or less on 'scope', which looks at how well the strategy covers (i) economic sectors (i.e. whether it only covers the energy sector or is cross-sector); (ii) domestic GHG emissions (and types of emissions); and (iii) climate adaptation. As our results on best practice and innovative approaches show, only one LCDS fully incorporated climate adaptation into their strategy.

Recommendation: Member States should aim for their LCDS to address the whole economy and to cover emissions of all greenhouse gases, including those from land use and forestry (LULUCF). The strategy should also, separately, include policies and measures aimed at climate adaptation.

9. Finding:

Member States do not systematically include reviews

Overall, Member States scored fairly poorly on both 'monitoring' and 'review' (seven out of eleven LCDS scored 50% or less on these).

Recommendation: Member States should set up systems which guarantee the regular monitoring and review of their strategies. It is the establishment of these basic mechanisms that turn a country's strategy from a static one-off document into a dynamic decarbonisation process.

10. Finding:

There is little political commitment to the strategies

The average score for 'political commitment' is very poor indeed. Nine Member State strategies score less than 50%.

Recommendation: In order to provide the stability needed for investors to have confidence in long-term decarbonisation strategies, they should be legally binding, or should be clearly designed to implement long term targets which are enshrined in law.

11. Finding:

Strategies need more practical details

Our analysis suggests that Member State LCDS are very poorly 'actionable', by which we mean there are few details on who does what, by when and with what resources.

Recommendation: Member States should state in their strategy the action needed to deliver its targets, including clear timeframes, roles, responsibilities, costs and funding sources for that action. Without this, strategies provide little to no certainty for investors. While providing such details for the full period up to 2050 is challenging, doing so for the shorter-term period (for example as part of a more detailed implementation plan up to 2030) is essential.

12. Finding:

Some Member States have borrowed elements of others' strategies

The MaxiMiseR project identified a number of examples of best practice (both from literature and practice) and used the evaluation tool to see which of the Member States had adopted these approaches. We found some Member States have included features in their strategies which were inspired by elements in other Member States' strategies. For example, one Member State cites the UK Climate Change Committee as the model for the creation of a new institutional body in their own country.

Recommendation: Facilitating the exchange of best practice on long-term strategies between Member States could be very beneficial in terms of ensuring the quality of long-term climate plans and could help Member States meet the commitment to produce long-term strategies in the Commission's proposals on Governance and under the Paris Agreement.

The MaxiMiseR project will be setting up a (largely online) stakeholder cooperation platform in 2017 aimed at fostering cooperation and exchange of best practice.

INTRODUCTION



On 30 November 2016 the European Commission published its proposal for Energy Union governance beyond 2020. The proposal requires Member States to produce long-term decarbonisation strategies - a key part of the 2015 Paris Agreement on climate change.

This is not the first time Member States have had to produce such plans: Low-Carbon Development Strategies (LCDS) for 2050 were already required by the EU's 2013 Monitoring Mechanism Regulation⁴ (MMR). Member States were supposed to hand in these plans by 2015.

In the Paris Agreement of December 2015, governments agreed to keep “the increase in the global average temperature to well below 2°C above pre-industrial levels and to pursue efforts to limit the temperature increase to 1.5°C above pre-industrial levels”⁵. In order to do so, global economies must transition to genuine low carbon societies. The EU has pledged to reduce emissions by at least 40% by 2030, and has an indicative target of 80-95% emissions cuts by 2050, on 1990 levels.

In the EU, ambitious and enforceable strategies, adequate funding and action by all Member States are required to reduce carbon emissions in line with Europe's commitments.

BOX 1: LOW-CARBON DEVELOPMENT STRATEGIES - TERMINOLOGY

'Low-Carbon Development Strategy' (LCDS) is just one of the terms used to describe the long-term climate plans which have been referred to as low-emission development strategies (LEDS) in the past.

The OECD¹ defined LEDS as 'forward-looking national economic development plans or strategies that encompass low-emission and/or climate-resilient economic growth. LEDS can serve multiple purposes but are primarily intended to help advance national climate change and development policy in a more co-ordinated, coherent and strategic manner.'

The 2015 Paris Agreement refers to long term climate plans as mid-century long term low greenhouse gas emission strategies. The requirement for these plans in the Paris Agreement provides an added incentive to Member States to develop long-term strategies.

The European Commission's 2016 governance proposals in the 2020-2030 climate and energy package simply refers to them as long-term low emission strategies. For these policy instruments to contribute effectively to achieving greenhouse gas reduction goals at both international and EU level, they must have a long-term vision, be ambitious, credible, based on the latest scientific evidence and developed in both a transparent and participative manner.

1 OECD (2010)

4 Regulation (EU) No 525/2013 of the European Parliament and of the Council of 21 May 2013 on a mechanism for monitoring and reporting greenhouse gas emissions and for reporting other information at national and Union level relevant to climate change.

5 UNFCCC, Paris Agreement, 2015

Even before the Paris Agreement, UN countries had committed to producing climate plans to 2050. In the EU, this was put into law through the 'Monitoring Mechanism Regulation', which required Member States to submit their 2050 plans - referred to as LCDS - by 2015 and to update them every two years from then on. However, even though the deadline for submitting the LCDS has past, there is still little clarity on the type of information that should be included in the strategies, nor on how the EU would be able to ensure they are delivered upon. There is also a lack of information on how the LCDS should be funded.

The MaxiMiseR project aims to address these gaps and to help Member States fulfil their low-carbon commitments by developing meaningful long-term Low-Carbon Development Strategies, whatever the terminology attributed to these plans. One of the ways in which MaxiMiseR will meet these objectives is by analysing the state of play of Europe's Low-Carbon Development Strategies. It will then make recommendations on how to strengthen the way LCDS are developed, as well as their content.

The two and a half year project is being delivered by the WWF European Policy Office and has been funded through two grants - from the EU LIFE Programme for the Environment and the MAVA Foundation . The project began in January 2016.

This report presents the results of our evaluation of the Low-Carbon Development Strategies submitted by Member States to the European Commission in the first half of 2015. It is important to note that these assessments are based solely on the analysis of the documentation submitted to the European Environment Agency in 2015, in accordance with the obligation in the Monitoring Mechanism. From anecdotal evidence, we are aware that there have since been changes in many of the Member States. In some cases, this has been a weakening of targets and low carbon development strategy processes whilst in others it has been the development of stronger higher quality strategies. In the case of Germany, a new LCDS was presented in Marrakech in November 2016 - driven in part by the visibility offered by the international stage set by the Paris Agreement. The MaxiMiseR project foresees that all updates submitted by Member States in March 2017, in accordance with the MMR will be assessed, and therefore these changes will be captured and reported at that time.



LOW-CARBON DEVELOPMENT STRATEGIES

What are they and why do they matter?

At the CANCUN UNFCCC Conference of the Parties in 2010 (COP 16), industrialised countries agreed to develop Low-Carbon Development Strategies (LCDS) to ensure they had a robust foundation for cutting emissions. The Cancun agreement also set out a biennial timetable for these countries to report on the progress of their efforts to cut emissions.

EU Member States subsequently formalised their international commitments on LCDS through the Monitoring Mechanism Regulation (MMR)⁶. The MMR requires that Member States prepare their Low-Carbon Development Strategies in accordance with any reporting provisions agreed internationally in the context of the UNFCCC process. EU Member States must also contribute to the “transparent and accurate monitoring of their actual and projected progress and to meeting their collective greenhouse gas emission reduction commitment to reduce emissions by 80 to 95% by 2050 compared to 1990 levels in a cost-effective manner”.

⁶ Art 4 of Regulation 525/2013 on a mechanism for monitoring and reporting greenhouse gas emissions and for reporting other information at national and Union level relevant to climate change and repealing Decision No 280/2004/EC (the so-called MMR)

Member States were asked, in the MMR, to report to the Commission on the status of implementation of their Low-Carbon Development Strategy by 9 January 2015. Following this, the Low-Carbon Development Strategies and any updates were made available to the public.

There have also been developments at the international level regarding LCDS (though the terminology is not exactly the same). The Paris Agreement⁷ says 'All Parties should strive to formulate and communicate long-term low greenhouse gas emission development strategies' for 2050, to be submitted by 2020. Whilst the Cancun agreement only called for industrialised countries to deliver LCDS, the Paris agreement calls for all countries to produce long-term strategies.

At EU level, the European Commission's November 2016 proposal for the Governance of the Energy Union⁸ is due to replace the Monitoring Mechanism Regulation after 2021. This proposal requests that countries make Energy and Climate plans for 2030, and requires them to draw up long-term strategies which look fifty years ahead by 2020. The proposal also recognises that such strategies can be used to meet the similar requirements in the Paris Agreement.

Although a number of details still need to be ironed out, what is apparent is that long-term greenhouse gas emission reduction strategies covering a period of up to 2050 and beyond are here to stay. Any learnings we can take from an evaluation of the first LCDS submitted by Member States will contribute positively to the effectiveness of these processes and plans.

Since these strategies, despite their similarities, may well continue to go by different names in future, it should benefit all stakeholders to agree on what their essence should be- at least within the context of this project – and thus to work with a clear definition. The MaxiMiser definition can be seen in Box 2.

BOX 2: THE MAXIMISER PROJECT DEFINITION OF A LOW-CARBON DEVELOPMENT STRATEGY

A Low-Carbon Development Strategy is a country's plan for cutting its greenhouse gas emissions while securing the well-being and prosperity of its citizens. The Paris Agreement aims to keep the global temperature rise this century well below 2 degrees and drive efforts to limit the temperature increase even further to 1.5 degrees Celsius above pre-industrial levels. The Strategy should set clear goals to at least 2050 and explain how they will be achieved. It should be based on the best scientific understanding and on a transparent process involving stakeholder participation.

⁷ UNFCCC/CP/2015/10/Add.1) Article 4.

⁸ http://ec.europa.eu/energy/sites/ener/files/documents/1_en_act_part1_v9_759.pdf



THE EVALUATION TOOL

The first challenge for this evaluation was coming up with a way to assess and compare EU Member States' Low-Carbon Development Strategies.

A tool was developed over the first half of 2016 by the Ecologic Institut in close discussion with the climate and energy team in the WWF European Policy Office and the wider WWF European Network of national offices. The draft tool and underlying assumptions were also discussed with the MaxiMiseR project External Reference Group⁹ in June 2016. The revised version of the tool¹⁰ has since been used to evaluate the strategies referred to in this report.

The approach taken for the development of the tool is normative - i.e., it has been designed to measure elements that WWF offices throughout the EU, the Ecologic Institute and members of the project's External Reference Group, believe should be included in an ideal LCDS. Initial desk-research and consultation of the European Environment Agency repository of LCDS allowed for the development of list of crucial variables to be included in the tool, which were then aggregated, clustered and turned into measurable indicators.

The tool structure is illustrated in Figure 1 on the next page. The complete tool contains forty-eight indicators which are grouped into the ten criteria presented in Box 3. The ten criteria are grouped into three indices - *substance*, *credibility* and *process*. *Substance* encompasses the criteria ambition and scope. *Credibility* includes actionability, integration, political commitment, monitoring and transparency. *Process* includes process transparency, analytical basis and review.

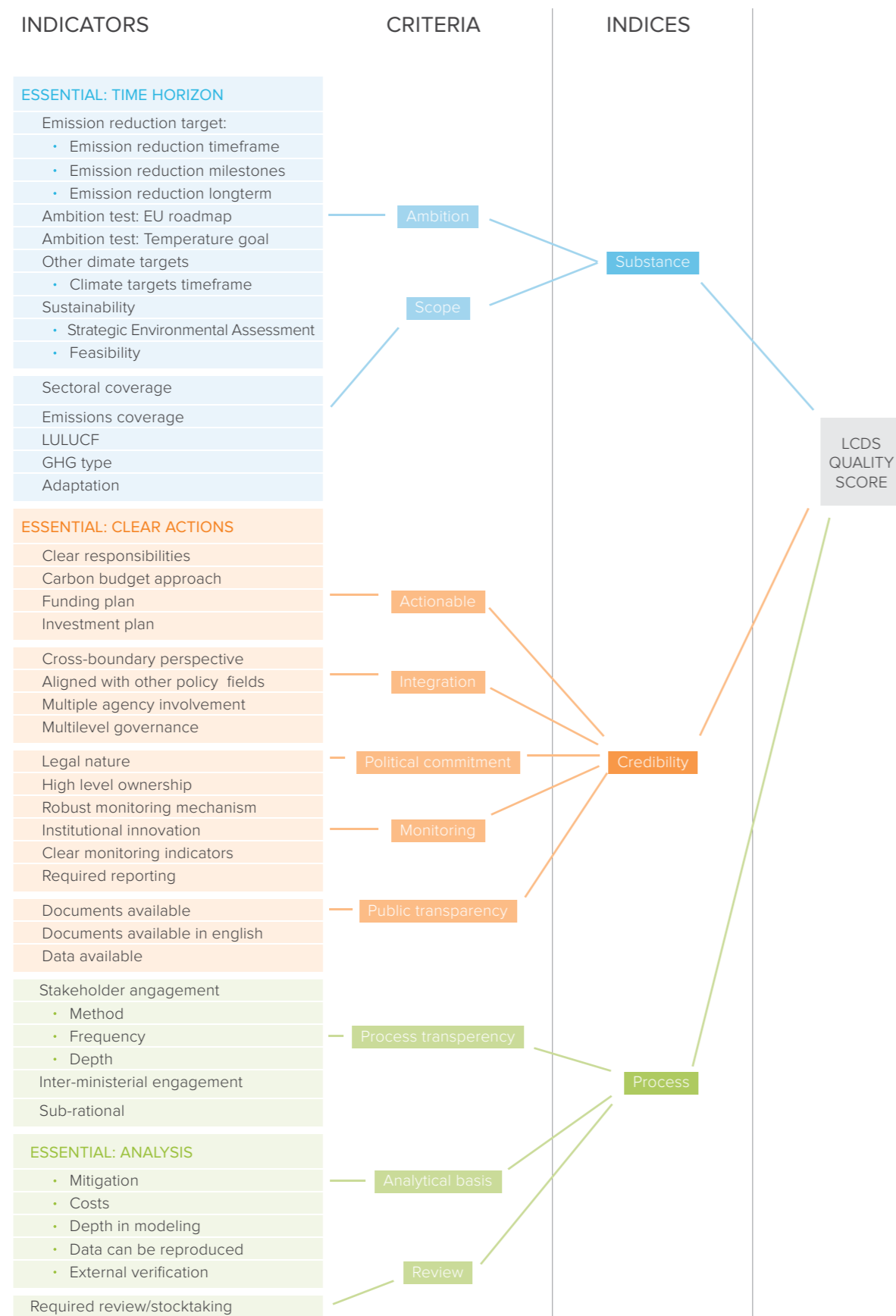
The ten criteria (and their underlying indicators) are weighted according to their perceived importance. This weighting has been in part determined by a ranking exercise and discussion carried out with the wider WWF Network and the project's External Reference Group.

The tool was used to assess the quality of eleven EU Low-Carbon Development Strategies which qualified for our evaluation and to capture Member State best practices and innovative approaches. We also evaluated the status of the strategies. For a more detailed explanation of the methodology please see the Annexe.

⁹ More: www.maximiser.eu/external-reference-group/

¹⁰ More information on the tool concept and the tool development process can be found in the MaxiMiseR project document' submission of a final tool concept for the assessment of Low-Carbon Development Strategies. July 2016 the Ecologic Institut. It can be found on the MaxiMiseR website.

FIGURE 1: STRUCTURE OF THE EVALUATION TOOL



BOX 3: THE TEN ASSESSMENT CRITERIA

Criteria	Description
Ambition	The level of ambition of the LCDS as shown by the explicit inclusion of temperature goals, emission reduction targets and/or other climate relevant objectives. How strong these targets are with a view to achieving mitigation aims is also assessed. The ambition criteria also measures how forward-looking a strategy is and how forward-looking a target is. It also takes into consideration whether an assessment of proposed measures was taken.
Scope	The comprehensiveness and coverage of the LCDS in terms of economic sectors, domestic GHG emissions and types of emissions as well as the inclusion of adaptation concerns.
Actionable	The extent to which the LCDS can be put into action. Are there clear actions defined and implemented? Is there a scheduled plan for these actions and/or a carbon budget approach? Does the LCDS explicitly name the responsible agencies? What funding and investment approaches exist?
Integration	The degree to which the LCDS is integrated into other policy fields, governance levels and national planning strategies. Whether the LCDS is aligned with broader economic, social and environmental objectives. The extent to which the strategy takes into account its possible cross-border implications.
Political commitment	Whether the LCDS is legally binding and the level of political 'buy-in' from high level policy makers and across the political spectrum.
Monitoring	Whether the LCDS incorporates a robust monitoring mechanism with clear indicators of progress and requires reporting.
Public transparency	The extent to which LCDS documentation and underlying data are available to the public.
Process transparency	The degree to which the LCDS was developed in close and open consultation with government and private stakeholders in a transparent and participative manner.
Analytical basis	The degree to which the LCDS is based on analysis of domestic mitigation potentials and abatement costs using robust modelling and reproducible data. Additionally, capturing if the final LCDS was reviewed.
Review	Whether a stocktaking/review process is required by the LCDS.



THE RESULTS

Low Carbon Development Strategies across the EU: an overview

BOX 4: THE 28 MEMBER STATES AND LCDS

Type of document submitted	Member States
LCDS	<i>10 Member States:</i> Denmark, France, Finland, Germany, Greece, Ireland, Lithuania, Netherlands, Portugal, United Kingdom
Draft LCDS	<i>1 Member State:</i> Cyprus
2020 plans	<i>6 Member States:</i> Bulgaria, Czech Republic, Italy, Romania, Slovenia, Spain
No LCDS or shorter term climate plans	Austria, Belgium, Croatia, Estonia, Hungary, Latvia, Luxembourg, Malta, Poland, Slovakia, Sweden.

According to our evaluation, eleven (39%) Member States had delivered a plan that qualified as an LCDS by mid-2015 (this figure includes one draft LCDS, from Cyprus). While developing a strong Low-Carbon Development Strategy requires a significant investment of time and resources, Member States had nearly two years to deliver these strategies under the MMR, so the low number of LCDS is extremely disappointing. Moreover, given that industrialised countries essentially had close to five years to produce such documents, it is discouraging to see some of them listed above amongst those Member States without LCDSs in 2015 (Austria, Belgium, Sweden, Luxembourg, Spain).

Evaluating LCDS status according to our four essential elements

TABLE 1: LCDS STATUS ACCORDING TO OUR FOUR ESSENTIAL ELEMENTS¹¹

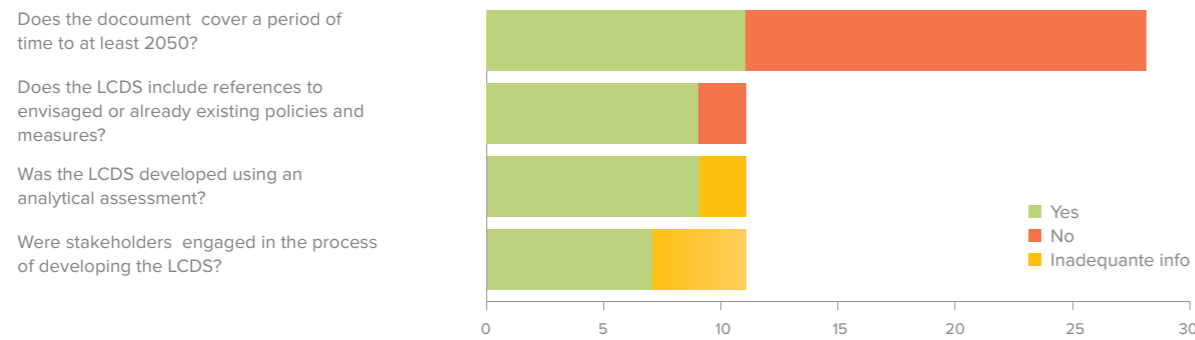
Member State	Does the LCDS cover a period of time to at least 2050?	Does the LCDS include references to envisaged or already existing policies and measures?	Was the LCDS developed using an analytical assessment?	Were stakeholders engaged in the process of developing the LCDS?
Austria	NO	N/A	N/A	N/A
Belgium	NO	N/A	N/A	N/A
Bulgaria	NO	N/A	N/A	N/A
Croatia	NO	N/A	N/A	N/A
Cyprus	YES	YES (Low detail)	INADEQUATE INFO	YES
Czech Republic	NO	N/A	N/A	N/A
Denmark	YES	YES (Low detail)	YES	INADEQUATE INFO
Estonia	NO	N/A	N/A	N/A
Finland	YES	YES (Low detail)	YES	YES
France	YES	YES (Very high detail)	YES	YES
Germany	YES	YES (Low detail)	YES	INADEQUATE INFO
Greece	YES	YES (Low detail)	YES	INADEQUATE INFO
Hungary	NO	N/A	N/A	N/A
Ireland	YES	NO	INADEQUATE INFO	YES
Italy	NO	N/A	N/A	N/A
Latvia	NO	N/A	N/A	N/A
Lithuania	YES	YES (Low detail)	YES	YES
Luxembourg	NO	N/A	N/A	N/A
Malta	NO	N/A	N/A	N/A
Netherlands	YES	YES (High detail)	YES	YES
Poland	NO	N/A	N/A	N/A
Portugal	YES	NO	YES	YES
Romania	NO	N/A	N/A	N/A
Slovakia	NO	N/A	N/A	N/A
Slovenia	NO	N/A	N/A	N/A
Spain	NO	N/A	N/A	N/A
Sweden	NO	N/A	N/A	N/A
United Kingdom	YES	YES (Very high detail)	YES	INADEQUATE INFO

¹¹ The four essential elements are described in more detail in the Annexe regarding the Methodology

Eleven Member States submitted strategies with a time horizon of at least 2050. These eleven strategies are considered as LCDS according to our definition and therefore analysed further in the project. Nearly all of the documents submitted by Member States that qualified as an LCDS according to the MaxiMiseR project tool mentioned envisaged or existing policies and measures (ten out of eleven), and had been developed using an analytical assessment (nine out of eleven). However, four of the LCDS - one third - did not provide a record of engagement with stakeholders when developing the LCDS.

FIGURE 2: LCDS STATUS ACROSS ALL MEMBER STATES

STATUS: THE FOUR ESSENTIAL ELEMENTS ACROSS ALL MEMBER STATES



Evaluating and ranking LCDS quality scores

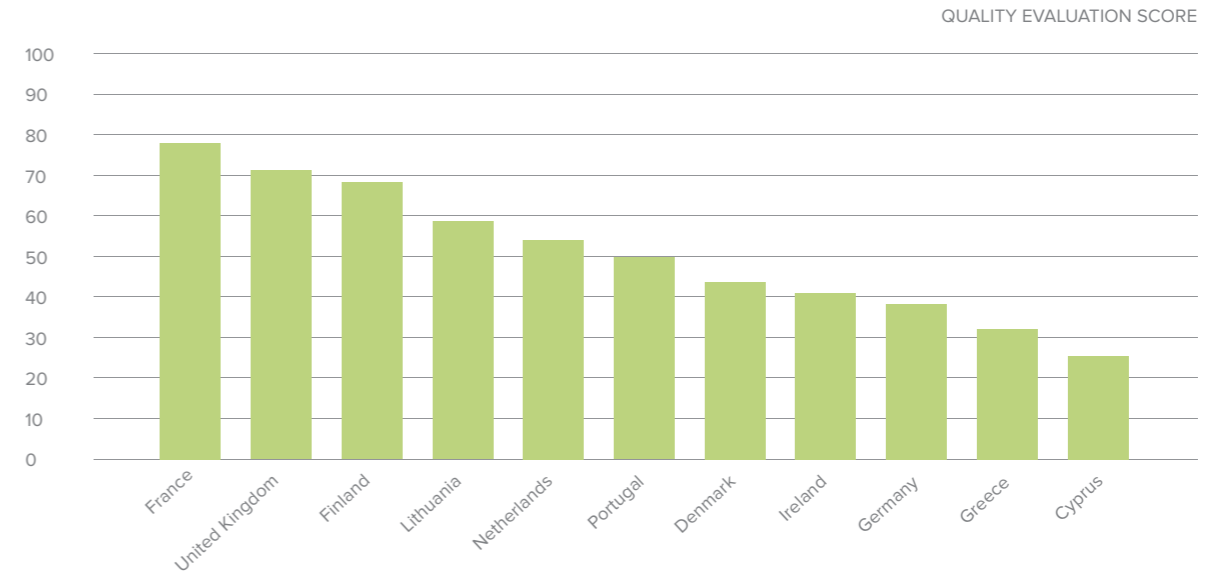
Quality evaluation was carried out on the eleven strategies which have a time horizon of at least 2050. Member States have been ranked from the highest score to the lowest score.

TABLE 2: LCDS QUALITY SCORES AND RANKING

Member State	Quality evaluation score	Rank
France	78%	1
United Kingdom	71%	2
Finland	68%	3
Lithuania	58%	4
Netherlands	54%	5
Portugal	49%	6
Denmark	43%	7
Ireland	41%	8
Germany	38%	9
Greece	32%	10
Cyprus	25%	11

Table 2 and Figure 2 demonstrate that there is a conspicuous variation in the quality of the LCDS. Cyprus aside (given that its' LCDS is only in draft form), the quality scores vary from 32% (Greece) through to 78% (France).

FIGURE 3: LCDS QUALITY SCORES



The mean average quality score is 50.6%. Six of the eleven strategies' quality scores fall below this average.

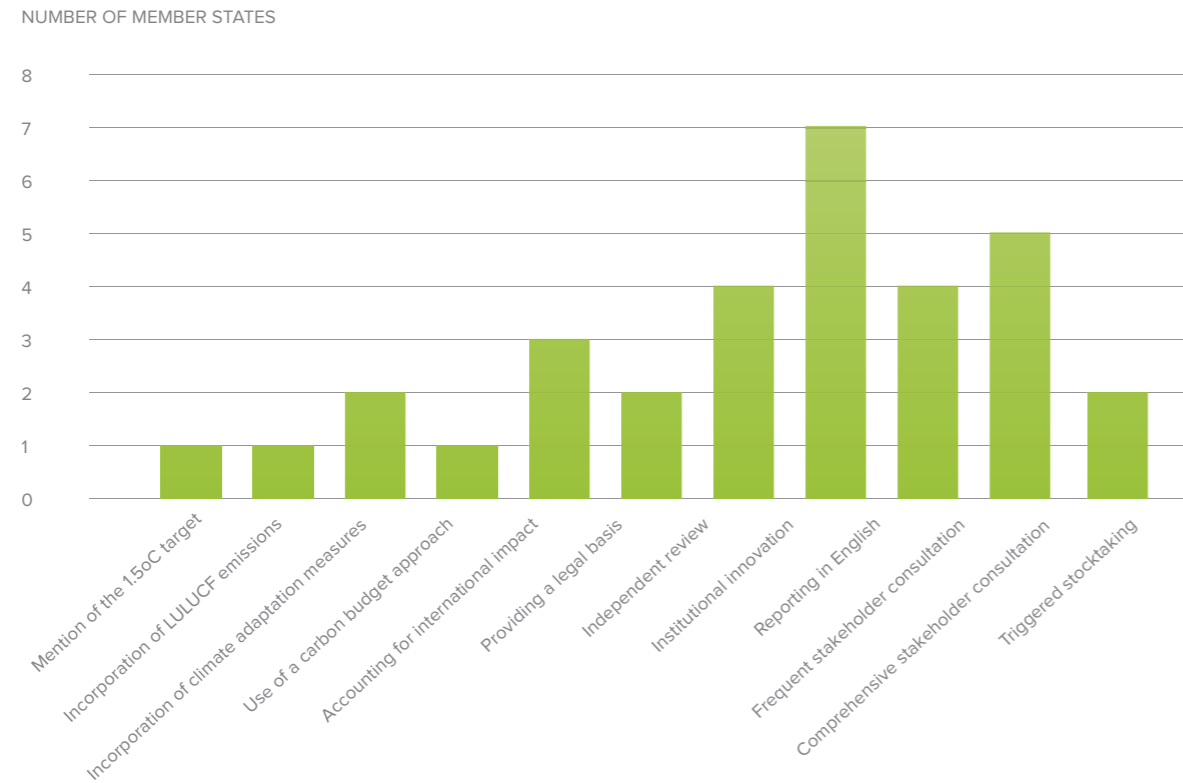
This huge variation in scores between Member States clearly points to the need for more detailed EU-level standards on the contents of LCDSs and on the processes for developing them. The evidence suggests that, without detailed guidance and/or binding templates that set out expectations as to the type of information and the level of detail to be provided, the lack of consistency between Member States LCDSs will persist, as will the low average level of quality¹².

For more information on the criteria against which individual Member State LCDS have scored well or not so well, please go to the country by country section.

¹² Cyprus' low score must be interpreted bearing in mind that a draft LCDS was evaluated

Best practice and innovative approaches

FIGURE 4: OVERVIEW OF BEST PRACTICES AND INNOVATIVE APPROACHES



Some of the best practices and innovative approaches we sought to capture with the tool are currently considered very aspirational, such as the mention of the 1.5°C target, which is undoubtedly less likely to emerge in our evaluation of the LCDS submitted in 2015, than in new LCDS or updates due to be submitted in March 2017 - after 1.5°C was included in the Paris Agreement. In fact, none of the evaluated strategies mentioned this target.

Some of the other best practices are starting to reappear in more than one Member State, such as institutional innovation. In fact, just under half of the LCDS demonstrated institutional innovation. What this means is that these strategies, and/or the legal frameworks supporting them, foresee the establishment of new institutional bodies (such as the UK Climate Change Committee) which have powers relating to monitoring and review of the strategies, providing recommendations, have an advisory role in developing their contents.

Similarly, just under half of the LCDS have frequent and/or comprehensive stakeholder engagement.

The evaluation has shown that over half of the eleven LCDS documents were submitted in English. Reporting in English increases the accessibility of the document and can facilitate the exchange of best practice between Member States and comparability of the strategies.

How well LCDS score in relation to the three indices: an overview

FIGURE 5: HOW WELL MEMBER STATES SCORE IN RELATION TO THE THREE INDICES- SUBSTANCE, CREDIBILITY AND PROCESS

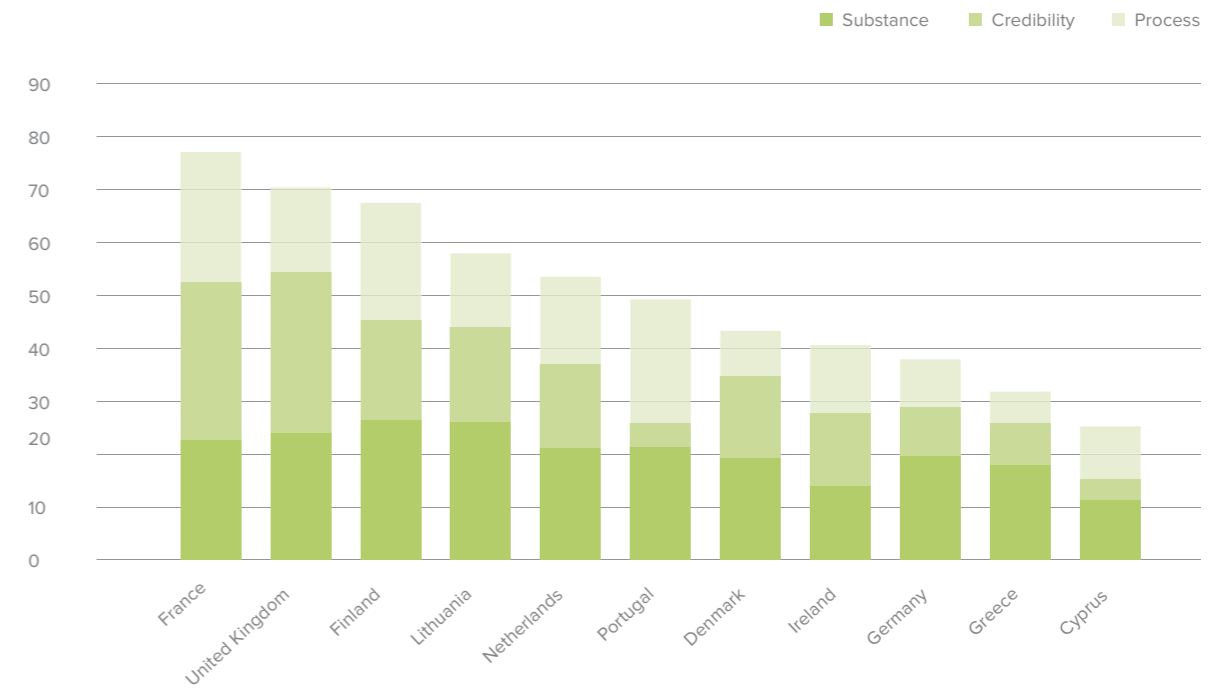


FIGURE 6: NUMBER OF LCDS WITH SCORES ABOVE AND BELOW 50% IN EACH INDEX CATEGORY

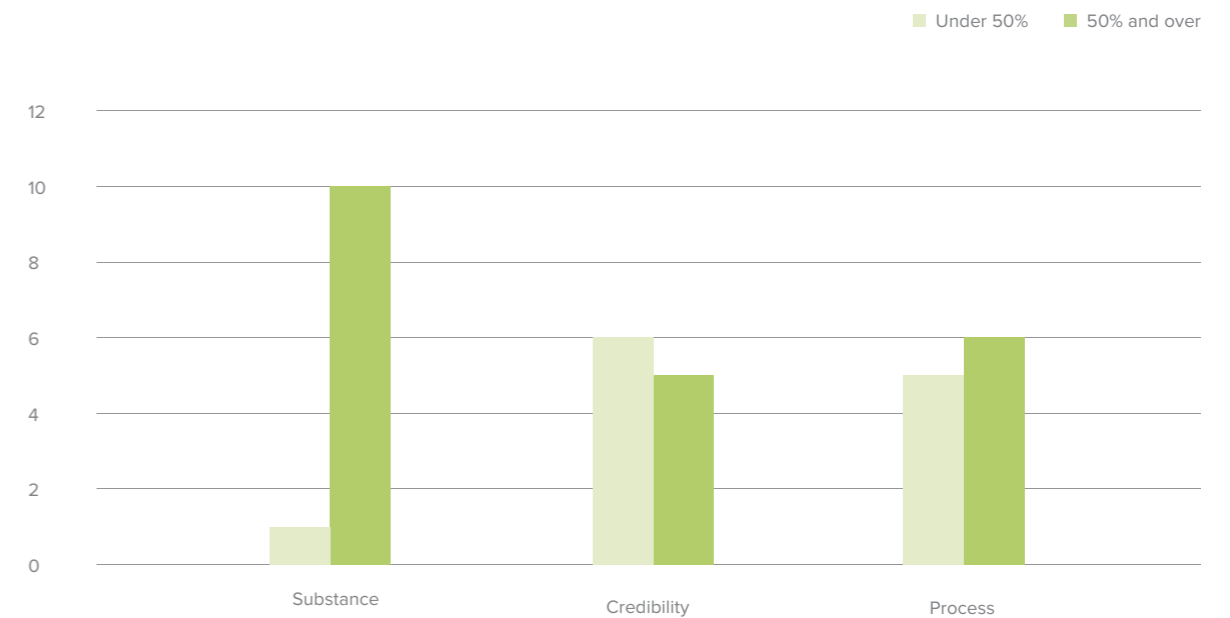
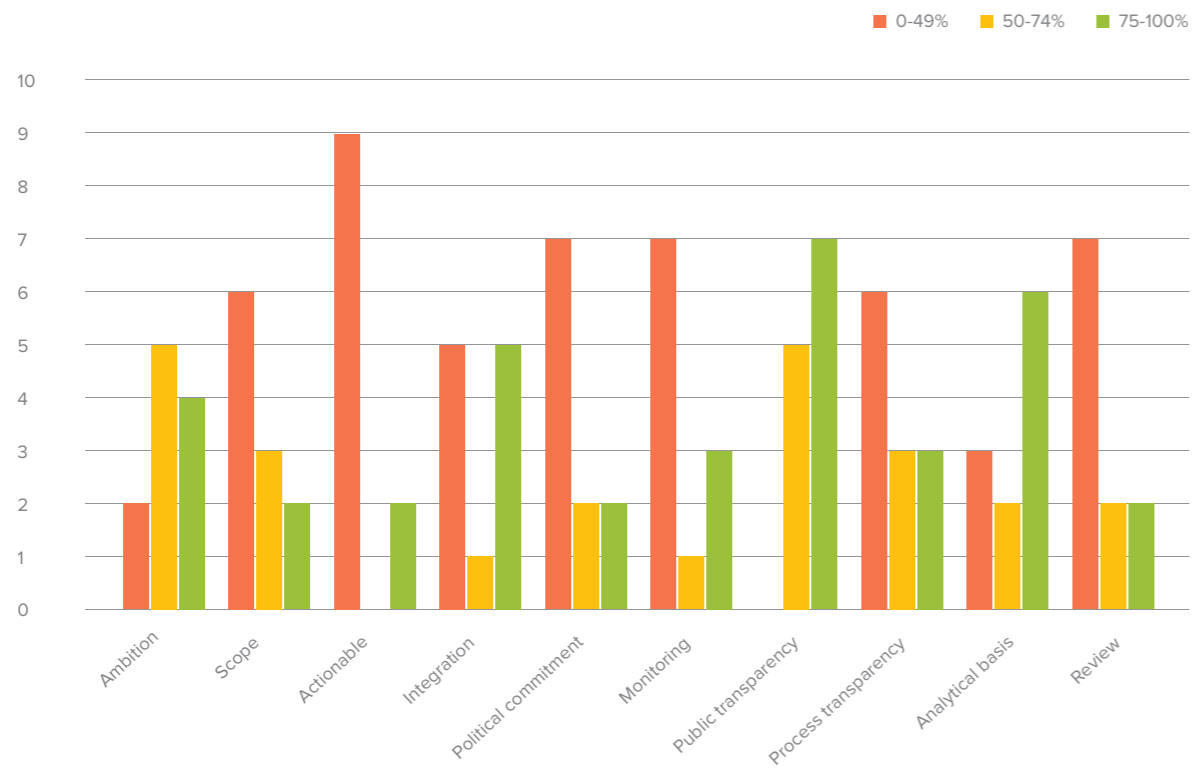


Figure 5 shows there is some variation across the Member States regarding the indices they perform well in, but, as Figure 6 shows, overall, Member States have higher scores for substance, followed by process and lastly by credibility. For more information about the indicators grouped under each of the indicators, refer to the Annexe on the methodology.

How well Member States score in relation to each of the ten criteria

We compared the scores that each Member State received against each of the ten criteria, and used the average overall quality score across Member States (circa 50%) as our threshold to determine the 'lower class' ie, where the scores are unsatisfactory and the Member State must absolutely work to improve in this area. The 50-74% class indicates where Member States need to work harder and the over 75% class indicates where Member States have performed well.

FIGURE 7: ALL LCDS - SCORES PER CRITERIA



The graph indicates that overall, Member States perform best in relation to public transparency and analytical basis criteria, followed by integration and ambition. The main areas they really need to work on are making their LCDS actionable, improving political commitment, ensuring review and enhancing process transparency.

The box below shows how the criteria can be ranked according to the average scores. Overall areas of excellence remain public transparency, analytical basis and ambition, whilst the degree to which a plan is actionable and there is political commitment remain in real need of attention.

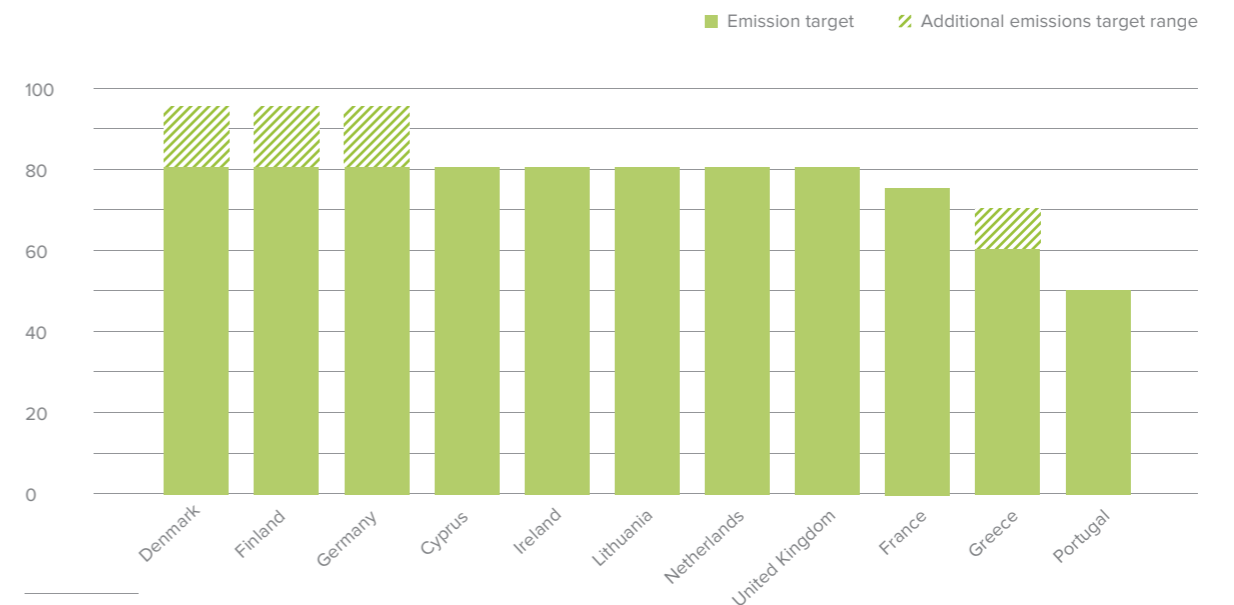
BOX 5: RANKING CRITERIA FROM BETTER TO POORER PERFORMANCE



Ranking according to average scores

Ranking the scale of emissions reductions targets

FIGURE 8: RANKING MEMBER STATES' LCDS ACCORDING TO THEIR 2050 EMISSIONS REDUCTION TARGETS



NB: Greece had a target for the energy sector alone.

TABLE 3: RANKING MEMBER STATES LCDS ACCORDING TO THEIR 2050 EMISSIONS REDUCTION TARGETS

Rank	Member State(s)	2050 emissions reduction target
<i>Economy-wide target</i>		
1	Denmark, Finland, Germany	80-95%
2	Cyprus, Ireland, Lithuania, Netherlands, United Kingdom	80%
3	France	75%
4	Portugal	50%
<i>Energy sector target only</i>		
	Greece	60-70%

Figure 8 and Table 3 rank the scale of emissions reductions that these eleven national LCDS outline, from most ambitious to least ambitious.

Whilst overall ambition is paramount to achieving climate goals, both the literature on and experience with Low-Carbon Development Strategies point to the fact that it is not just where you want to get to but also how you plan to get there that is important. It is with this in mind that we have developed a tool in which ambition is just one of the elements which contributes to the overall quality of the low carbon development strategy.

In addition to this overall quality score, we also wanted to get a picture of the scale of emission reductions undertaken by each Member States involved in our evaluation.

Use of the MaxiMiseR evaluation tool shows that a high overall quality score for the LCDS and an ambitious emissions reduction target do not necessarily go hand in hand. This is most apparent in the cases of Germany, Denmark and France. Germany has a fairly low overall quality score yet high emission reductions level – whilst Denmark has a low overall quality score and a high economy-wide ambition level. France has the highest overall quality score yet comes low in the ranks for the ambition of their target. In France’s case, it is the many other elements of an ideal strategy (such as integration and stakeholder involvement) that contribute to its high overall score. Only three of the eleven national LCDSs have emissions reductions targets in line with the IPCC goal for developed countries, namely minus 80-95% by 2050 compared to 1990 levels, as adopted by the EU.



ANALYSIS AND RECOMMENDATIONS



Addressing the low number of Low Carbon Development Strategies in Europe

Only eleven Member States out of twenty-eight delivered LCDS by January 2015 - including Cyprus' draft - as required by the EU Monitoring Mechanism Regulation. Member States may not have delivered LCDS in 2015 for a number of reasons (for example, lack of capacity, not enough time to carry out a meaningful process, politically driven unwillingness to plan long-term). However, it is clear that Member States did not feel the full weight of an obligation to submit plans in 2015. Time is running short and our so-called long-term strategies for 2050 now only cover another 33 years – this is compared to operational lifetimes for coal and gas power plants of 35-45 years.

Recommendation: From our experience with LCDS, it is clear that any framework for long term climate strategies such as the Commission's proposals on Governance needs a clear enforcement mechanism which ensures that all Member States deliver LCDS in a timely manner. Such a mechanism should also require a Member State to regularly review its LCDS - preferably in a way consistent with the five-yearly review processes in the Paris Agreement. This framework should have a 2050 timescale, in order to focus attention on the long (but foreseeable) term, to reap the full benefit of the analyses which have already been done in the EU and elsewhere on that basis, and to be in line with the Paris Agreement's requirement for mid-century strategies.

Addressing the consistency of LCDS quality across Member States



As Table 2 demonstrates, LCDS developed by EU Member States under the MMR are of hugely varying quality. While some score 25% in the assessment carried out with the quality evaluation tool, others achieve nearly 80%.

Recommendation: These findings suggest that clear requirements for these strategies through templates and guidance would help ensure that all Member States produce higher quality strategies. The MaxiMiseR project will deliver detailed guidelines for Member States on the development of high quality long-term climate strategies in 2017.

High overall LCDS quality does not always mean high ambition



Whilst overall ambition is paramount to achieving climate goals, both the literature on and experience with Low-Carbon Development Strategies point to the fact that it is not just where you want to get to but also how you plan to get there that is important. It is with this in mind that we have developed a tool in which ambition is just one of the elements which contributes to the overall quality of the low carbon development strategy.

A high overall quality score for the LCDS and high emission reductions do not necessarily go hand in hand. This is most apparent in the cases of Germany, Denmark and France. Germany has a fairly low overall quality score yet high emission reductions level – whilst Denmark has a low overall quality score and a high economy-wide ambition level. France has the highest overall quality score yet comes low in the ranks for the ambition of their target. Only three of the eleven national LCDSs have emissions reductions targets in line with the IPCC goal for developed countries, namely minus 80-95% by 2050 compared to 1990 levels, as adopted by the EU.

Recommendation: Member States must ensure that they have economy-wide 2050 emissions reduction targets which at a minimum are at least in line with the current EU 2050 emissions reduction goal and that their ambition level for 2050 is revisited to ensure it remains in line with the latest climate change science and advancements in technology, including holding global warming to less than 2 °C and pursuing efforts to keep it below 1.5 °C.

Ensuring accessible LCDS documentation and underlying data (criterion - public transparency)



Member States' plans score highest on public transparency (only one Member States scored less than 50% in this category). This is measured by looking at the extent to which the LCDS documentation and supporting data are available to the public, something that is stipulated as a requirement in the MMR.

The Monitoring Mechanism Regulation¹³ clearly states that '*The Commission and the Member States shall make available to the public forthwith their respective Low-Carbon Development Strategies and any updates thereof*'. It is therefore positive that the majority of Member State LCDS have respected this requirement.

Recommendation: This finding suggests that the European Union should maintain explicit requirements aimed at guaranteeing the public's access to long term decarbonisation plans and their supporting analyses, data and documents.

Facilitating ambitious targets and robust modelling (criteria - ambition and analytical basis)



Our analysis of LCDS has shown that Member States have typically defined their 2050 goals based on the target of an 80-95% reduction in EU greenhouse gas emissions set out in the EU Energy Roadmap 2050¹⁴. In the majority of the LCDS, the underlying analysis of domestic data makes reference to the scenarios given in the Energy Roadmap.

Recommendation: The EU 2050 Energy Roadmap and other EU climate targets have played a critical - and positive - role in determining the level of Member State LCDS ambition, as well as the strength of their supporting analysis. Therefore EU targets, accompanied by clear scientifically-based reference scenarios, are central to the quality of the LCDS developed by Member States. The European Commission should ensure that the revised 2050 Roadmap (currently being developed) includes targets, time horizons and reference scenarios in line with keeping global temperature rise this century to 1.5°C.

¹³ Article 4, comma 3 of Regulation 525/2013 on a mechanism for monitoring and reporting greenhouse gas emissions and for reporting other information at national and Union level relevant to climate change and repealing Decision No 280/2004/EC

¹⁴ COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS Energy Roadmap 2050 COM/2011/0885 final - http://eur-lex.europa.eu/legal-content/EN/ALL/;ELX_SESSIONID=pXNYJKSFbLwdq5JBWQ9CvYWyJxD9RF4mnS3ctywT2xXmFYhInlW1!-868768807?uri=CELEX:52011DC0885

Integration of the strategy across policy fields, across the government and with neighbouring countries (criterion - integration)



The 'integration' criterion used in the MaxiMiseR assessment examines the degree to which an LCDS takes its cross-border impact into account, is aligned with other policy fields and involves all relevant agencies and/or levels of governance in its implementation. On this criterion there was a degree of polarisation amongst Member States: some scored well, others scored badly.

Recommendation: Member States need to ensure that their long-term decarbonisation strategies take account of broader economic, social and environmental objectives. LCDS implementation should also be shared across government departments as well as the different levels of governance in the Member State concerned to increase the robustness of, and buy-in to, national strategies. There is also significant strategic value in sharing plans for decarbonisation with neighbouring countries. The Commission's Governance proposals provide for cooperation of this kind with neighbouring countries, but only with regards to the National Climate and Energy Plans, which are very much focused on the 2030 timescale. There would be benefits in extending such provisions to long-term Strategies if they are not already part of the 2030 planning process in the Member State concerned.

Achieving meaningful involvement of stakeholders (criterion - process transparency)



The poor scores in the criteria termed 'process transparency' - seven out of the eleven LCDS scored 50% or less - demonstrate that most Member States have not yet recognised the value of meaningful, transparent and participative involvement of stakeholders during the preparation of their strategy nor the importance of sharing information on this in the strategy itself.

Involving a diverse range of stakeholders, from other government departments to the private sector, in short and long term planning will help identify and resolve any conflicts of interest, increase input to finding solutions, ensure greater buy-in to the final plan and establish a much clearer picture of the roles of different communities with an interest in the national decarbonisation pathway.

Recommendation: Member States should ensure that strategy development and implementation processes involve stakeholders fully. The relevant EU legislation should make this a requirement.

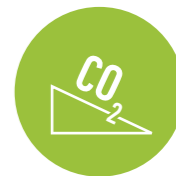
Developing a comprehensive strategy (criterion - scope)



Six out of eleven Member States received scores of 50% or less on 'scope', which looks at how well the strategy covers (i) economic sectors (i.e. whether it only covers the energy sector or is cross-sector); (ii) domestic GHG emissions (and types of emissions); and (iii) climate adaptation. As our results on best practice and innovative approaches show, only one LCDS incorporated climate adaptation into their strategy.

Recommendation: Member States should aim for their LCDS to address the whole economy and to cover emissions of all greenhouse gases, including those from land use and forestry (LULUCF). The strategy should also, separately, include policies and measures aimed at climate adaptation.

Establishing a dynamic decarbonisation process (criteria - monitoring and review)



Overall, Member States scored fairly poorly on both 'monitoring' and 'review' (seven out of eleven LCDS scored 50% or less on these). An effective monitoring, reporting and review process should provide information on emerging issues, improve performance and ensure accountability. A number of Member States that have scored positively for these criteria, have established specific independent institutions which play a key role in monitoring, reporting and review, and additionally provide recommendations on future action.

Recommendation: Member States should set up systems which guarantee the regular monitoring and review of their strategies. It is the establishment of these basic mechanisms that turn a country's strategy from a static one-off document into a dynamic decarbonisation process.

Making an LCDS stable through legal status and high level ownership (criterion - political commitment)



The overall score for 'political commitment' is very poor indeed. Nine out of eleven Member State strategies score 50% or less. Very few of them are legally binding or demonstrate a level of political buy-in from high level officials or Ministers.

Recommendation: In order to provide the stability needed for investors to have confidence in long term decarbonisation strategies, they should be legally binding, or should be clearly designed to implement long term targets which are enshrined in law.

Ensuring the strategy translates into action (criterion - actionable)



Our analysis suggests that Member State LCDS are very poorly 'actionable', by which we mean there are few details on who does what, by when and with what resources.

Recommendation: Member States should state in their strategy the action needed to deliver its targets, including clear timeframes, roles, responsibilities, costs and funding sources for that action. Without this, strategies provide little to no certainty for investors. While providing such details for the full period up to 2050 is challenging, doing so for the shorter-term period (for example as part of a more detailed implementation plan up to 2030) is essential.

Increasing strategy quality through the exchange of best practice



The MaxiMiseR project identified a number of examples of best practice (both from literature and practice) and used the evaluation tool to see which of the Member States had adopted these approaches. We found some Member States have included features in their strategies which were copied from (or inspired by) elements in other Member States' strategies. For example, one Member State cites the UK Climate Change Committee as the model for the creation of a new institutional body in their country.

Recommendation: Facilitating the exchange of best practice on long-term strategies between Member States could be very beneficial in terms of ensuring the quality of long-term climate plans and could help Member States meet the commitment to produce long-term strategies in the Commission's proposals on Governance and under the Paris Agreement.

The MaxiMiseR project will be setting up a (largely online) stakeholder cooperation platform in 2017 aimed at fostering cooperation and exchange of best practice.

COUNTRY BY COUNTRY:

LOW-CARBON DEVELOPMENT STRATEGIES and MaxiMiseR's assessment

Austria



DOCUMENT(S) SUBMITTED

A report on Austria's progress towards developing a national Low-Carbon Development Strategy was submitted to the EEA on 8th January 2015. The document submitted gives a link to a study 'Energieautarkie für Österreich 2050' (Energy Autonomy for Austria 2050) www.bmlfuw.gv.at/umwelt/energiewende/Energieautarkie.html. Does not qualify as an LCDS according to MaxiMiseR's assessment, and does not contain planning elements.

DESCRIPTION

Austria did not have an LCDS at the time of submission. A report on their progress towards developing a national Low-Carbon Development Strategy was submitted to the EEA on 8th January 2015. The Federal Ministry of Agriculture Forestry Environment and Water management carried out a study in 2010 on Energy Autonomy in 2050. Based on the EU 2050 Roadmap, the Ministry then held sector specific dialogues with groups of stakeholders to discuss energy, industry and agriculture and land-use in 2012. However, at the time of submission, no national targets go beyond 2020. Following on from the definition of 2030 objectives, Austria is now developing a 2050 strategy, in consultation with experts, but no timeline is given regarding its completion. The development of a 2050 scenario tool which will be accessible to the general public will contribute to a stronger stakeholder engagement process.

It is interesting to note that some of the provinces have already developed strategies with longer time horizons, such as the Salzburg guiding strategy '*Salzburg 2050 climate protection automotive*'.

Belgium

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DOCUMENT(S) SUBMITTED

A document called the Belgian Low-Carbon Development Strategy - status of implementation was submitted. No link is given to this document, but it can be found on the EEA website.

Does not qualify as an LCDS according to MaxiMiser's assessment, and does not contain planning elements.

DESCRIPTION

The Belgian 2050 LCDS is under development. Belgium submitted a report on the status of progress towards delivering an LCDS on 8th January 2015.

Whilst Belgium did not have an LCDS at the time of submission, Belgian Federal Law states that *Belgian greenhouse gas emissions should be reduced domestically by at least 80 to 95 percent in 2050, compared to their 1990 level (Federal State long term policy vision for sustainable development 2013)*. The Federal State and the three Regions (Brussels Region, Walloon Region and Flemish Region) have shared competence regarding climate change. The Regions and the Federal State develop legislation on equal footing, within their respective areas of competences, which makes coordination and cooperation key to Belgium's successful implementation of climate change actions.

The document delivered describes the plans and documents that will play an important role in the LCDS, namely: the Flemish Mitigation plan 2013-2020, the Walloon Climate Decree, the Brussels Capital Region Air Climate and Energy Plan and the 3rd Federal Plan for sustainable development. In addition, the scenarios on which the future LCDS will be based are illustrated. The National Climate Commission has mandated its Working Group 'Policies and Measures' to further develop the Belgian LCDS in view of the reporting to be submitted by 2017.

Though the LCDS does not yet exist and there is a clear need for cooperation in a system of complex governance, the report highlights a number of positive aspirational elements worthy of mention.

- There is a strong vision for the LCDS - it will be articulated around the three following main elements: i) long term vision and objectives in line with European reduction objectives for 2050; ii) emission scenarios, intermediate objectives and main indicators; iii) monitoring system and system to evaluate progress.
- Clear ideas are expressed regarding the involvement of stakeholders and rendering the strategy accessible to the public.
- The establishment of the National Climate Commission in 2002, representing each of the administrations is charged with coordinating, harmonising and cooperating in relation to climate change and is a vital structure in such a complex situation of climate governance.

Of note, the Walloon decree states that it has adopted a carbon budget approach - allocating emission budgets per periods of five years, describing trajectories towards emission reductions of 80 to 95% between 1990 and 2050.

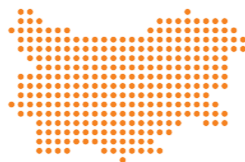


© Photo: Michael Guttler / WWF



Bulgaria

© Photo: Michael Gutthner / WWF



DOCUMENT(S) SUBMITTED

Third National Action Plan on Climate Change (NAPCC) for the period 2013-2020. Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

Bulgaria did not have a long term 2050 plan at the time of submission. It submitted its National Action Plan on Climate Change for the 2013-2020 period which was approved by the Bulgarian Council of Ministers in 2012. The plan has no legal form.

Bulgaria's 2020 Action Plan on Climate Change foresees a minimum of a 44.832 million t.CO₂eq. reduction in emissions between 2013 and 2020 (representing a 7.8% decrease in overall emissions levels), with an aim to decrease emissions by 18.7% with use of additional measures.

The document submitted consists of an Excel file which gives commendable in-depth detail on the implementation of the specific plans and measures which are part of the National Action Plan on Climate Change. There are additionally sixteen specific measures for LULUCF that were developed and included in Bulgaria's 2020 Plan. Ten National Ministries have a specific role and specific responsibilities for implementing measures, indicating that this Plan is a joint effort between ministries with the Ministry of Environment and Water holding a coordinating role.

When identifying and selecting specific measures for each sector covered by this 2020 plan, numerous stakeholder consultations took place, where the relevant government institutions, numerous consultations with stakeholders, businesses, NGOs and academic circles were all involved. This was to ensure transparency and to facilitate coordination when developing Bulgaria's 2020 plan.

The template reports that there is no fixed schedule for an official update of the Third National Plan on Climate Change 2013-2020.



Croatia

© Photo: Črtomir Just / FRANCFRANC



DOCUMENT(S) SUBMITTED

Croatia submitted its Croatian Transition to Low Carbon Development: framework for the low-carbon development strategy. Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

At the time of submission Croatia did not have an LCDS. However, they have provided an excellent framework for the country's LCDS, drawn up with the UN Development Program. It builds on the 2011 strategic guidelines for the development of the green economy which set out the initial guidelines for the development of a low carbon economy. It explores what an economy wide reduction in greenhouse gases in line with international and European obligations would look like for Croatia through work on scenarios and a considerable level of engagement with stakeholders. It explores the legal framework, consultation, implementation and monitoring of the future LCDS as well as setting out a timeline for its development.

The 2011 Air Protection Act sets out the obligation to adopt the low-carbon development strategy whilst the LCDS is implemented through the Plan for the Protection of Air, Ozone layer and Climate Change Mitigation in the Republic of Croatia for the 2013 – 2017 period, (OG No. 139/13). The future LCDS is expected to be adopted by Parliament.

Though not an LCDS, we consider this an excellent precursor to an LCDS both in terms of the breadth of the document and the process which has been undertaken with stakeholders.

The process is a great example of stakeholder engagement in the development of an LCDS and also a great example of recording and communicating about the stakeholder engagement which has taken place. It foresees a legally binding framework for the LCDS with an 80% reduction in greenhouse gases by 2050. It also foresees a commission for inter-sectorial coordination for policies and measures to mitigate climate change (representatives of all ministries, agencies, institutes, universities and civil society).

At the time of submission, preparation of the LCDS was underway. It is said to include further analyses, modelling, projections and target proposals, as well as cost-effective measures for the period until 2030, and long-term targets (to 2050). The strategy was due to be published in 2015.



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DOCUMENT(S) SUBMITTED Low-Carbon Development Strategy

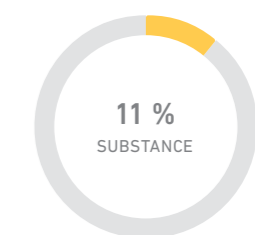
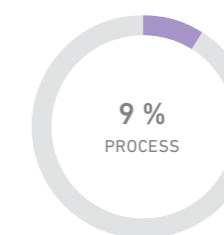
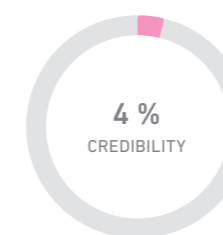
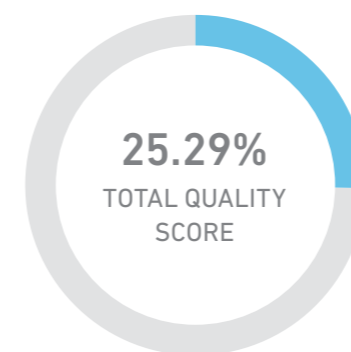
MAIN FINDINGS We evaluated the draft Low-Carbon Development Strategy which Cyprus submitted. This was drawn up in 2014 and according to the template was to undergo approval in 2015. It is a very general top-line document which references international and EU commitments. It has a score of 25.29% (average score of 50.5%).

MEMBER STATE Cyprus

NAME OF LCDS *DRAFT:* The Low-Carbon Development Strategy of Cyprus to 2050

QUALITY SCORE 25.29%

INFORMATION MISSING 36.50%



© Photo: Črtomir Just / FRANCFRANC

KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES (Low detail)
Does the LCDS include references to envisaged or already existing policies and measures?	INADEQUATE INFO
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON	
	Process transparency Public transparency	Analytical basis Ambition Actionable Integration	Review Political commitment Scope Monitoring

BEST PRACTICES	The process appears to have had good stakeholder engagement (without explicitly recording what types of stakeholders have been involved) both external to and across the government and it is very positive that a new institutional arrangement has been set up (the Inter-Ministerial Technical Committee on Climate Change) for the enforcement and review of the strategy.
DATE OF APPROVAL/PUBLICATION	N/A
LEGAL STATUS	No legal status. Once the strategy is adopted by the Council of Ministers, it will be considered a national strategy that has to be followed and implemented according to the measures proposed in the strategy.
TIMEFRAME	2050
AMBITION	This draft LCDS does not contain information on the level of ambition that can be expected. However, it does reference the EU's indicative target for 2050, but only ever refers to the 80% target. In a ranking of the scale of emissions reductions, Cyprus would arrive in the second out of four categories, along with Ireland, Lithuania, the Netherlands and the UK.

DESCRIPTION

A draft Low Carbon Development Strategy for Cyprus has been submitted. This was drawn up in 2014 and according to the template was to undergo approval in 2015. It is a very general top-line document which references international and EU commitments. What precisely Cyprus has taken on as its 2050 target is not set out clearly, though the document states that 'this strategy sets out a long-term vision for the reduction of net emissions of greenhouse gases by introducing appropriate additional policies and measures' and cites that 'this policy goal is based on...the European council agreed milestones...80% by 2050'.

The strategy highlights that Cyprus will 1) fulfil its obligations under the Kyoto Protocol and 2) reduce its use of fossil fuel and transition to renewable energy sources, energy efficient and climate friendly technologies. This will be backed up by 3) an increase in research and innovation in climate-related fields. Cyprus also intends to 4) increase its use of carbon sequestration, instead of focusing its efforts on taking action climate action. The draft also contains a 5) public awareness and education element, with an aim to include the participation of NGOs in raising public awareness. There are no details given of the analytical basis for the strategy nor are policies and measures described in any kind of detail.

The draft LCDS has undergone evaluation with the tool (and hence scored) as we felt this could be useful in spite of its non-final status.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA)

16th March 2015

NEXT STEPS/UPDATES FORESEEN

The intention is for the strategy to be adopted by the Council of Ministers. According to the template it was to undergo approval in 2015

LINK TO LCDS/DOCUMENT(S) SUBMITTED

www.moa.gov.cy/moa/environment/environment.nsf/All/44778C90A9348483C2257DE-100319C4E?OpenDocument

Czech Republic

© Photo: Wild Wonders of Europe / Jose Bruiz / WWF



DOCUMENT(S) SUBMITTED

2004 - National Program to Abate Climate Change Impacts in the Czech Republic
Does not qualify as an LCDS according to MaxiMiser's assessment, but contains planning elements.

DESCRIPTION

The Czech Republic did not have a 2050 strategy at the time of submission. A National 2020 Program was submitted. This plan sets a multi-sector CO₂ emission reduction per capita target of 30%, and a target to reduce total aggregate CO₂ emissions to 2020 by 25 %; both reductions are compared to 2000 levels. There are other separate targets to reduce Methane (CH₄) and Nitrous Oxide (N₂O) in the waste, transport and industry sectors. The national programme also states that emphasis should be placed on reductions emissions from precursors¹ and from fluorinated hydrocarbons².

The national plan has no legal status. It is a government strategy. It includes a high amount of detail on policies and measures, including a table outlining the different sectors that the policies and measures will target, which additionally outlines which agency will be responsible for implementation of these policies and measures.

In addition to the emissions reductions targets outlined above, the national program includes plans to introduce an environmental tax reform, increase the share of renewable energy in primary energy sources consumption to 6 % by 2010 and to 20 % by 2030; 6% usage of biofuels in 2010, and 20% usage of alternative fuels in transport in 2020, and by 2030 reduce energy intensity in production, distribution and final energy consumption to a level of 60 % to 70 % of current primary energy sources consumption.

¹ Nitrous oxides (NO_x), carbon monoxide (CO), non-methane volatile organic compounds (NMVOC) and sulphur dioxide (SO₂)

² Hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulphur hexafluoride (SF₆)

No public consultation is explicitly mentioned in the national programme, however, a background assessment was conducted that included an analysis of mitigation potentials, as well as a general analytical assessment. Implementation of the Program is a joint effort with each relevant ministry having specific responsibilities. However, the majority of implementation will be done at the highest governance level with only one very low local level coordinated action being outlined, but only with regards to energy-saving light bulbs. The programme includes a highly detailed plan to address adaptation.

A comprehensive evaluation of the existing national programme was conducted in 2007, and based on this evaluation the government decided the Ministry of the Environment will develop new national Climate Protection Policy, which will play a role in the new Czech LCDS. The development and subsequent discussion of this new policy has been postponed, due to political reasons stemming from the difficult and lengthy development of a new State Energy Policy. As such, the documents submitted state that the Ministry of the Environment now plans to submit the new National Climate Protection Policy for approval to the government, by the end of 2015.

Denmark

Ranked
7th
out of 11
climate plans
evaluated

© Photo: National Geographic Stock / Sarah Leen / WWF



DOCUMENT(S) SUBMITTED Low-Carbon Development Strategy

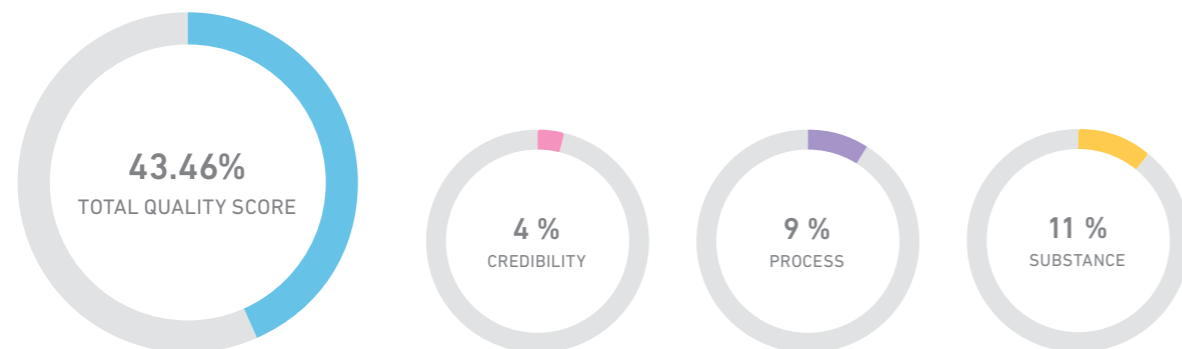
MAIN FINDINGS The Danish Low-Carbon Development Strategy consists of a series of consecutive documents, Plans and Acts. Whilst the documents give a sense of the country's ambition regarding tackling climate change, it is hard to get a sense of the underlying data or scenarios up to 2050, monitoring, review or of the involvement of stakeholders in the development of the strategy. It has a score of 43.46% (average score: 50.5%).

NAME OF LCDS This LCDS is in several parts; 1) 2011 government platform, 2) 2011 Energy Plan and 3) the Danish Climate Policy Plan (2013). In addition, the report on LCDS progress in Denmark cites the Danish 2014 Climate Change Act.

QUALITY SCORE 43.46%

MISSING INFORMATION 27.25%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Low detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	INADEQUATE INFO

SCORED WELL ON	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
Public transparency	Ambition Integration Monitoring Analytical basis	Scope Actionable Political commitment Process transparency Review

BEST PRACTICES The Climate Change Act puts a number of good practices in place, such as the creation of an independent advisory body - the Climate Council - the adoption of a carbon budget approach and the obligation to submit an annual Climate Policy Report for the Danish Parliament.

DATE OF APPROVAL/PUBLICATION 2011 (government platform)

LEGAL STATUS The Danish Climate Policy Plan from 2013 is not legally binding, and is basically a summary of targets, principles and policies supported by the government at that time, supplemented by a catalogue of potential mitigation measures. The Climate Change Act in 2014 states that its purpose is to “establish a strategic framework for Denmark’s climate change policy in order to ensure the transition into a low emission society by 2050, i.e. a resource efficient society based on renewable energy and with significantly lower emissions from other sectors (...)”

TIMEFRAME 2050 targets are given in the government platform, in the Danish Climate Policy Plan (which is essentially a 2020 plan) and in the Climate Change Act.

AMBITION

In line with the current EU long-term benchmark of reducing greenhouse gas emissions by 80-95% up to 2050, all energy supply (transport included) is to be covered by renewable energy by 2050. In a ranking of the scale of emissions reductions, Denmark would arrive in the first out of four categories, along with Finland and Germany.

DESCRIPTION

The Danish Low-Carbon Development Strategy consists of a series of consecutive documents, Plans and Acts. In 2011, the Danish government formulated Denmark's LCDS as a set of ambitious targets for climate and energy policy in Denmark in the 2011 Government Platform. This was followed-up by the energy plan "Our Future Energy" in 2011, the political agreement in 2012 and "The Danish Climate Policy Plan – Towards a low carbon society" in 2013. The Climate Change Act was approved in 2014.

Significant long- and mid- term targets are as follows: all energy supply to be covered by renewable energy by 2050; electricity and heat supply to be covered by renewable energy already by 2035; coal to be phased out from Danish power plants and domestic oil furnaces to be phased out by 2030; Denmark's emissions of greenhouse gases in 2020 to be reduced by 40% compared to 1990 levels. The government will develop a climate policy plan to deliver on the 2020 target; half of Denmark's traditional electricity consumption to come from wind by 2020.

Whilst the documents give a sense of the country's ambition regarding tackling climate change, it is hard to get a sense of the underlying data or scenarios up to 2050, monitoring, review or of the involvement of stakeholders in the development of the strategy.

**DATE SUBMITTED
TO THE EUROPEAN
ENVIRONMENT
AGENCY (EEA)**

12th January 2015

**NEXT STEPS/
UPDATES
FORESEEN**

The Climate Change Act requires the incumbent Minister for Climate, Energy and Building to propose national greenhouse gas reduction targets once every five years. These greenhouse gas reduction targets will have a ten-year perspective and a level of ambition in alignment with 2050. The next targets should be established before the end of 2018.

**LINK TO LCDS/
DOCUMENT(S)
SUBMITTED**

www.stm.dk/multimedia/Regeringsgrundlag_okt_2011.pdf
(page 28-29)
www.stm.dk/multimedia/Regeringsgrundlag_uk_2011.pdf
www.kebmin.dk/en/news/securing-denmarks-energy-future
www.kebmin.dk/klima-energi-bygningspolitik/dansk-klima-energibygningpolitik/energiaftale
www.kebmin.dk/en/news/new-danish-energyagreement-50-of-electricity-consumption-from-wind-power-in-2020
www.ens.dk/sites/ens.dk/files/policy/danish-climate-energy-policy/danishclimatepolicyplan_uk.pdf



Estonia


**DOCUMENT(S)
SUBMITTED**

The EU Monitoring Mechanism Regulation template was submitted. Does not qualify as an LCDS according to MaxiMiseR's assessment, and does not contain planning elements.

DESCRIPTION

The Estonian Low-Carbon Development Strategy is not yet available. A template was submitted to the EEA on 8th January 2015. The template states the document Fundamentals of Estonian Climate Policy - Estonia's LCDS - will be a short high-level document adopted by the Parliament. It will provide input into many relevant sectoral development documents. At the time of submission the adoption of Estonia's LCDS was planned to take place in 2016.

Finland

Ranked
3rd
out of 11
climate plans
evaluated

© Photo: Krista Sormunen / WWF



DOCUMENT(S) SUBMITTED

Low-Carbon Development Strategy

MAIN FINDINGS

Finland has a strategic 2050 Roadmap which broadly explores scenario to keep temperature rise to below 2°C by 2050 and has been developed with broad stakeholder involvement. It is strongly linked to the National Climate Act with a legally binding emissions reductions target and the National -shorter term-Energy and Climate Plan. It has a score of 67.83% (average score: 50.5%).

NAME OF LCDS

Energy and Climate Roadmap 2050 and the National Energy and Climate Plan 2013

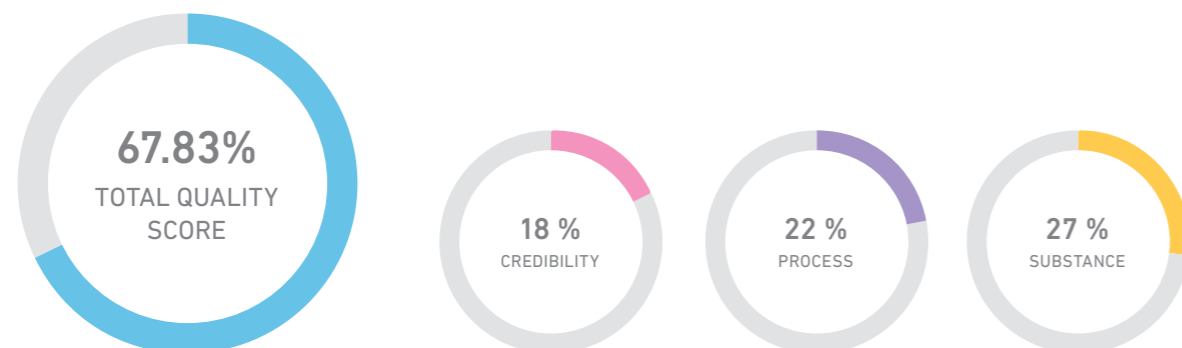
QUALITY SCORE

67.83%

MISSING INFORMATION

14%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Low detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON

Ambition
Scope
Integration
Process transparency
Public transparency
Analytical basis

NEEDS TO WORK ON

Political commitment

NEEDS TO WORK A LOT MORE ON

Review
Actionable
Monitoring

BEST PRACTICES

The Roadmap has also foreseen broad consultation with regional and local actors, citizens and the financial sector and this emerges as a best practice in this report. The National Strategy demonstrates a keen awareness of the need for public and private investment and stresses the important role of the former in triggering the latter.

DATE OF APPROVAL/ PUBLICATION

The National Climate and Energy Plan, presented by the government to parliament in March 2013 was approved in December 2013. The Roadmap, developed by a cross-party parliamentary committee was published in October 2014.

LEGAL STATUS

The 2050 Roadmap has been developed by a cross-party parliamentary committee and is intended to guide policies and the preparation of new energy and/or climate strategies. The National Climate and Energy Plan was approved by Parliament.

NB: A bill on the national Climate Act was passed in June 2014. This includes an emissions reduction target for 2050.

TIMEFRAME

2050

AMBITION The roadmap references the 80-95% reduction in greenhouse gases by 2050 compared to 1990 levels. The Climate Act foresees an 80% reduction by 2050. In a ranking of the scale of emissions reductions, Finland would arrive in the first out of four categories, along with Denmark and Germany.

DESCRIPTION Finland has submitted a template which links to their 2050 roadmap from 2014, and to their National Climate and Energy strategy 2013, which is an update on the previous 2008 National Strategy. Though largely about ensuring that national targets for 2020 are achieved, the document also includes insights into implications for the post 2020 period with a view to meeting long-term energy and climate objectives set by the EU. The 2014 Roadmap 2050 is a strategic level guide and does not choose a single path to ensuring temperature rise is kept to well below 2°C by 2050. Instead it explores four alternate low carbon scenarios.

Whilst the Roadmap broadly explores the country's strengths and weaknesses in line with these scenarios, the National Strategy sets out the 2020 targets and the general policies and measures that will be developed in order to meet them (with some reflections on 2050 target too). Regions and municipalities are clearly already playing an important role in tackling climate change, as described in the strategy and the potential role of municipalities going forward is explored in the 2050 Roadmap.

The Climate Change Act of 2014, which makes reference to a legally binding 80% reduction by 2050 is also referenced (but not linked to) in the document.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA) 8th January 2015

NEXT STEPS/ UPDATES FORESEEN Finland's template states that a medium-term plan for climate change will be drawn up during the next electoral term. Furthermore, the Energy and Climate Roadmap 2050 is meant to guide policy-making in the future, and thus its implementation would include preparing new energy and/or climate strategies. One such strategy is expected to be a national plan for competitive, secure and sustainable energy which is likely to replace the National Energy and Climate Strategy (2013).

LINK TO LCDS/ DOCUMENT(S) SUBMITTED

National Energy and Climate Strategy:

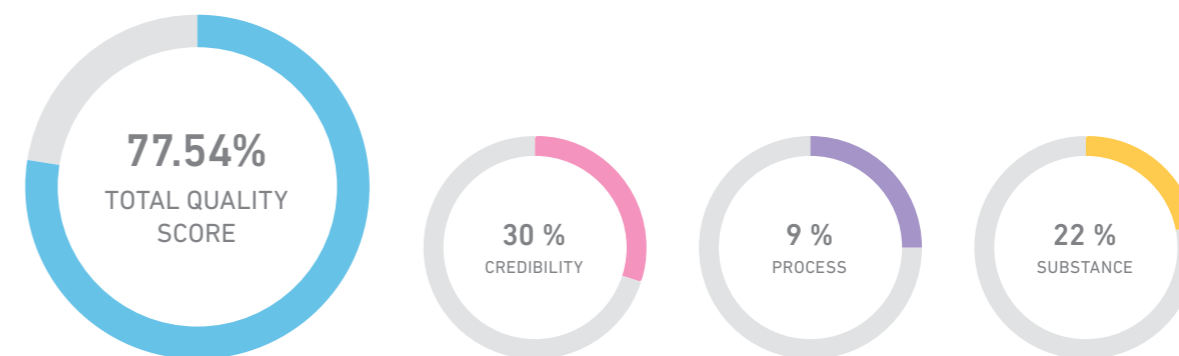
- <https://tem.fi/documents/1410877/2769658/National+Energy+and+Climate+Strategy+2013/630dc2c6-4a23-4f2e-b304-3cd69daf8265>

Energy and Climate Roadmap 2050:

- <https://tem.fi/documents/1410877/2769658/Energy+and+Climate+Roadmap+2050/9fd1b4ca-346d-4d05-914a-2e20e5d33074>



DOCUMENT(S) SUBMITTED	Low-Carbon Development Strategy
MAIN FINDINGS	This is a strong legally binding strategy to 2050 with a carbon budget approach. It has been developed through frequent and varied stakeholder engagement. It has a score of 77.54% (average score: 50.5%).
NAME OF LCDS	Strategie Nationale Bas-Carbone (National Low-Carbon Strategy)
QUALITY SCORE	77.54%
MISSING INFORMATION	4%
<small>(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)</small>	



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Very high detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON		NEEDS TO WORK ON	
Scope	Monitoring	Ambition	
Actionable	Public transparency	Process transparency	
Integration	Analytical basis		
Political commitment	Review		

BEST PRACTICES

This LCDS contains a number of best practices. It has a legally binding framework, a carbon budget approach, relies on external experts to review measures in relation to carbon budgets, demonstrates triggered stocktaking⁴ and has been developed through frequent and varied stakeholder engagement.

The French law on the Energy Transition for Green Growth, which foresaw the LCDS, also foresees a yearly parliamentary report which looks at the public and private financing of the energy transition and how adequate it is to reach the objectives (Article 174 of Law no 2015-992 of 17th August 2015). This report is referenced in the LCDS, establishing a link between the LCDS and the financing of its implementation.

DATE OF APPROVAL/PUBLICATION

August 17th 2015

LEGAL STATUS

It is legally binding. Established with the Energy Transitions Act.

TIMEFRAME

2050

AMBITION

A 75% reduction of its total emissions in 2050 compared to 1990, which equates to 140 Mteq CO₂ in 2050. In a ranking of the scale of emission reductions, France would arrive in the third out of four categories.

DESCRIPTION

The French Low-Carbon Development Strategy was established in August 2015 through the Energy Transitions Act. This is a new strategy which has been inspired by the national debate that took place in 2012-2013 in France to delineate France's national energy and ecological transition for sustainable development. This is an extremely positive example of an LCDS.

It is written in a highly accessible manner and summaries in both French and English exist.

The strategy sets carbon budgets for the periods 2015-2018, 2019-2023, 2024-28 and 2030 and reports how these budgets are based on work by the 2020-2050 trajectory committee and studies by the French environment agency Ademe. Before each update of the strategy, a committee of experts checks that any measures put in place are consistent with the carbon budgets. Policies and measures for all sectors are described in detail.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA)

9th April 2015

NEXT STEPS/UPDATES FORESEEN

An update is expected in 2019

LINK TO LCDS/DOCUMENT(S) SUBMITTED

<http://www.developpement-durable.gouv.fr/Strategie-nationale-bas-carbone.html>

Germany

Ranked
9th
out of 11
climate plans
evaluated

© Photo: WWF



DOCUMENT(S) SUBMITTED Low-Carbon Development Strategy

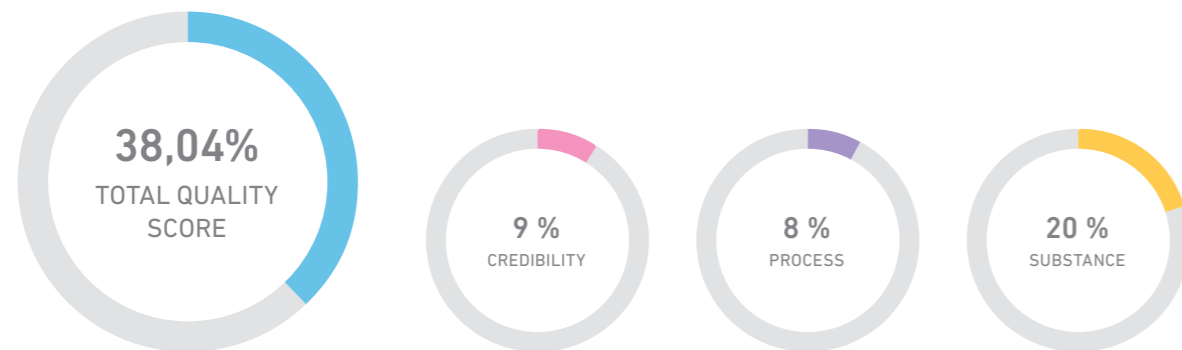
MAIN FINDINGS The German LCDS focuses on the transformation of the energy sector with references to both buildings and transport. It has a score of 38.04% (average score: 50.5%).

NAME OF LCDS Energiekonzept der Bundesregierung

QUALITY SCORE 38.04%

MISSING INFORMATION 34.25%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Low detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
Analytical basis Public transparency	Ambition	Actionable Scope Monitoring Political commitment Process transparency Review

BEST PRACTICES We welcome the statement that the future economy-wide climate action plan will include comprehensive participation of stakeholders and civil society.

DATE OF APPROVAL/PUBLICATION First approved in 2010 and then extended and updated in 2011

LEGAL STATUS It is a government decision.

TIMEFRAME 2050

AMBITION Germany aims to reduce greenhouse gas emissions by 80 to 95% by 2050 relative to 1990. In a ranking of the scale of emissions reductions, Germany would arrive in the first out of four categories, along with Denmark and Finland.

DESCRIPTION The German LCDS submitted in January 2015 is the Energy Concept for an Environmentally-Friendly, Reliable and Affordable Energy. Though economy-wide national targets are referred to, this document focuses on transformation of the energy sector with references to both buildings and transport. 180 measures are foreseen, including legislative ones. Whilst the document gives no indication of public consultation or engagement in the process to develop the Energy Concept, it does appear to have a three-yearly monitoring regime. Interestingly, the concept lists the expiration of coal mining as a way to strengthen necessary competitive energy structures, specifically stating an end to the subsidised promotion of domestic coal in Germany, due to national and European regulations ending.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA) 9th January 2015

NEXT STEPS/ UPDATES FORESEEN As foreseen in the LCDS template submitted in 2015, the German government has developed a new 2050 Climate Plan which was presented in Marrakesh in November 2017.

LINK TO LCDS/ DOCUMENT(S) SUBMITTED www.bundesregierung.de/Webs/Breg/DE/Themen/Energiewende/_node.html
www.bundesregierung.de/ContentArchiv/DE/Archiv17/_Anlagen/2012/02/energie-konzept-final.pdf?__blob=publicationFile&v=5



Greece

Ranked **10th** out of 11 climate plans evaluated



DOCUMENT(S) SUBMITTED Low-Carbon Development Strategy

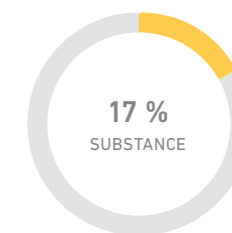
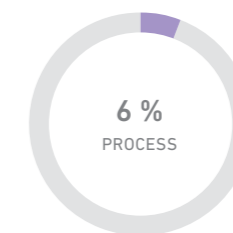
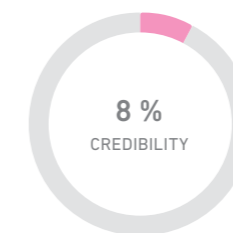
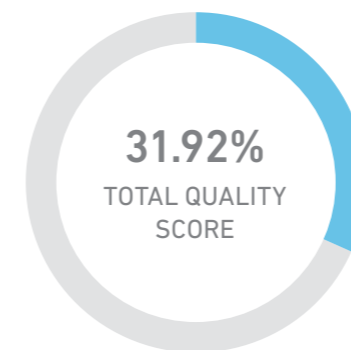
MAIN FINDINGS The LCDS submitted by Greece only concerns the energy sector. The Roadmap is an analysis of existing policies and included data from three scenarios. No stakeholder consultation process appears to have been conducted. It has a score of 31.92% (average score: 50.5%).

NAME OF LCDS National Energy Planning – Roadmap for 2050

QUALITY SCORE 31.92%

MISSING INFORMATION 11.5%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Low detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	INADEQUATE INFO

	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
	Analytical basis Public transparency	Political commitment Monitoring Process transparency Scope Ambition Actionable Integration Review

BEST PRACTICES	No best practices captured by the MaxiMiseR evaluation tool.
DATE OF APPROVAL/PUBLICATION	2012
LEGAL STATUS	This energy Roadmap has no legal form; it is an official report from the Greek Ministry of Environment, Energy and Climate Change.
TIMEFRAME	2050
AMBITION	The scenarios for the energy Roadmap for 2050 were based on a reduction level of 60-70% by 2050 compared to 2005.
DESCRIPTION	The LCDS submitted by Greece only concerns the energy sector. The template includes information on specific actions which have been implemented, adopted or planned in other economic sectors that have not included in the LCDS but they are not addressed in a coherent manner through a single strategy. The Roadmap was an analysis of existing policies and included data from three scenarios. No stakeholder consultation process appears to have been conducted for this Roadmap.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA) 21st January 2015

NEXT STEPS/UPDATES FORESEEN It is unclear what the next steps will be.

LINK TO LCDS/DOCUMENT(S) SUBMITTED www.ypeka.gr/LinkClick.aspx?fileticket=rTnMW1RCc%3d&tabid=785&language=el-GR



Hungary

© Photo: John E Newby / WWF



DOCUMENT(S) SUBMITTED

The EU Monitoring Mechanism Regulation template was submitted. Does not qualify as an LCDS according to MaxiMiseR's assessment, and does not contain planning elements.

DESCRIPTION

The Hungarian Low-Carbon Development Strategy is not yet available. A template was submitted to the EEA on 9th January 2015. It states that the LCDS will be accepted by the Hungarian Parliament in 2015 as the part of the second National Climate Change Strategy (2013-2020, with a 2050 perspective). In an update sent to the EEA on the 13th of April 2015, following adoption, the strategy will be elaborated by the Climate Change Action Plan, after which it will be possible to report on the implementation of – and progress on - the goals of the strategy.

Ireland

Ranked
8th
out of 11
climate plans
evaluated

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DOCUMENT(S) SUBMITTED

Low-Carbon Development Strategy

MAIN FINDINGS

The National Policy Position sets out Ireland's high level longer term transition objective for 2050. Overall, the Irish Low-Carbon Development Strategy documents analysed are very high level and therefore rather short on information concerning individual policies and measures, responsibilities for them and their financing though it is very likely that this will emerge in the National Mitigation Plans. It has a score of 40.75% (average score: 50.5%).

NAME OF LCDS

- Climate Action and Low-Carbon Development National Policy Position Ireland
- Climate Action and Low Carbon Development Bill 2015

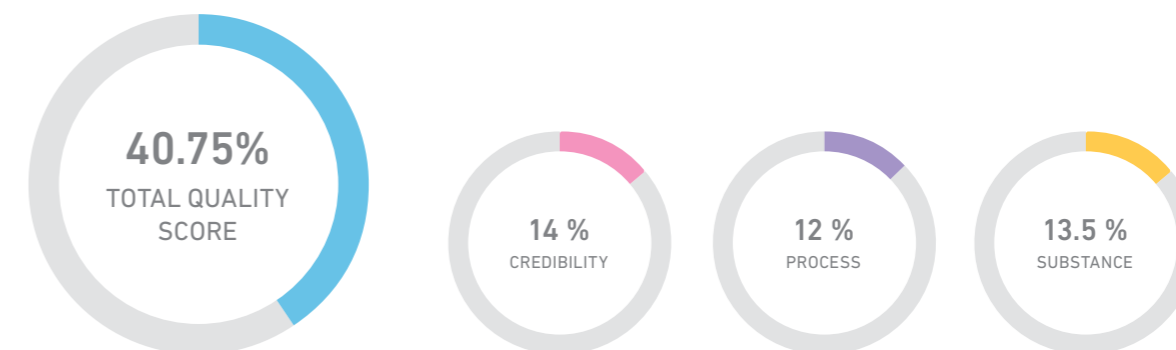
QUALITY SCORE

40.75%

MISSING INFORMATION

29.5%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	NO
Was the LCDS developed using an analytical assessment?	INADEQUATE INFO
Were stakeholders engaged in the process of developing the LCDS?	YES (rarely)

SCORED WELL ON	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
Monitoring Review	Scope Political commitment Public transparency	Analytical basis Ambition Actionable Integration Process transparency

BEST PRACTICES

The National Policy Position is enshrined within a Bill, thereby making it a legally binding. Chapter 5 of the 2015 Bill includes a framework on how Ireland will engage with adaptation, whilst Chapter 6 includes a sectoral plan on adaptation. The documents are available in both English and Irish. An online sector specific stakeholder process was conducted, whereby a discussion paper on mitigation in the agriculture and forestry sectors was open for public consultation for eight weeks. Chapter 13 of the Bill highlights that there will be a periodic review but no frequency is mentioned. However, Chapter 8 outlines that a National Expert Advisory Council on Climate Change will be established, which will be able to call and conduct a review at any time, and report its findings to the Minister for the Environment, Community and Local Government (Chapter 13).

It is one of the few LCDS which overtly indicates that Strategic Environmental Assessment plays a role in the process, 'It is proposed to develop the National Mitigation Plan in tandem with environmental analysis, to be carried out through the Strategic Environmental Assessment (SEA) and Appropriate Assessment (AA) processes'.

DATE OF APPROVAL/PUBLICATION

2014 - 2015

LEGAL STATUS

The Climate Action and Low Carbon Development Bill encloses the Climate Action and Low Carbon Development Act 2015 and foresees the development of five-yearly National Mitigation Plans in line with the ambitions set out in the National Policy Position.

TIMEFRAME

2050

AMBITION

The overall vision is for an 80% reduction by 2050 across electricity generation, the built environment and public transport compared to 1990 levels, along with carbon neutrality in the agriculture and land use sector, including forestry. In a ranking of the scale of emissions reductions, Ireland would arrive in the second out of four categories along with Cyprus, Lithuania, the Netherlands and the United Kingdom.

DESCRIPTION

At the time of submission of the template in January 2015, Ireland had a National Policy Position on Climate Action and Low-Carbon Development (April 2014). This sets out Ireland's high-level, longer-term transition objective for 2050, and clarifies both the level of greenhouse gas mitigation ambition envisaged, and the proposed process to pursue and achieve the overall objective. The templates (two were submitted - one in January and an update in March 2015) state that Ireland's LCDS would culminate in a National Mitigation Plan. The update states that the Climate Action Low Carbon Development Bill - which sets the legal framework for the LCDS has been approved. The Bill contains the statutory obligations for successive five-yearly National Mitigation Plans to be developed. These Plans will be used to track the implementation of measures that are already underway and identify any additional mitigation measures for the long term that can be used to advance Ireland's 2050 low-carbon transition agenda. The aim is for the plans to be comprehensive in nature and contain policies and measures and highlight the level of proposed ambition; due to this, the Bill itself does not contain detailed information on policies and measures or on the level of ambition. They will be economy-wide.

The documents analysed are very high level and therefore rather short on information concerning individual policies and measures, responsibilities for them and their financing though it is very likely that this will emerge in the National Mitigation Plans.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA)

7th January 2015 and 15th March 2015.

NEXT STEPS/UPDATES FORESEEN

The bill foresees that a five-year national mitigation plan (with details on how to achieve long term targets) is published within 24 months (so this should take place in 2017), along with the national adaptation plan.

**LINK TO LCDS/
DOCUMENT(S)
SUBMITTED**

The National Policy Position

- <http://www.housing.gov.ie/sites/default/files/migrated-files/en/Publications/Environment/Atmosphere/FileDownload%2C37827%2Cen.pdf>

The Climate Action and Low Carbon Development Bill:

- <http://www.oireachtas.ie/documents/bills28/bills/2015/215/b215d.pdf>

Discussion document on mitigation in the agriculture and forest sector is available at the following link:

- <http://www.agriculture.gov.ie/media/migration/ruralenvironment/climatechange/ghgmitigation/AgriSectorMitigationPlanPublicConsult120215.pdf>



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**DOCUMENT(S)
SUBMITTED**

Strategia Energetica Nazionale: per un'energia piu' competitive e sostenibile-National Energy Strategy: for more competitive and sustainable energy
Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

At the time of submission, Italy did not have a 2050 strategy according to MaxiMiseR. The document submitted - the National Energy Strategy - is, in fact, a 2020 strategy which has dedicated a chapter to 2050 that is more a generic list of wishes than a strategy. The template submitted by Italy claims this chapter as the Italian LCDS. However, we have found the contents of this chapter to be closer to scenario work for 2050 than an LCDS. It has therefore not been scored through our evaluation tool.

The Energy Strategy was adopted in March 2013 by decree of the Ministers of Economic Development and the Environment, neither by the whole government nor by the Parliament.

2020 EU targets are mentioned as well as an aspirational target of 80-95% for 2050. The report is confined to energy as opposed to being economy wide and the long-term perspective is confined to one chapter which is largely descriptive of the different approach which could have to be undertaken to develop a suitable 2050 plan. The National Energy Strategy (NES) is built on four main objectives: reducing the energy cost gap for consumers and businesses compared to other European countries; achieving and exceeding the EU's 2020 climate targets; improving the security of Italy's energy supply; fostering sustainable economic growth. These were then all broken down into seven priorities and their associated measures. The chapter which specifically deals with the longer term, 2050



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perspective, quotes five scenarios developed by ENEA, two of which are 'business as usual' and a continuation of the National Energy Strategy scenario. The other three explore different ways to achieve the 80-95% EU targets. It is interesting to note that this scenario work concludes that a continuation of actions foreseen by the NES for 2020 would not suffice to reach the EU roadmap 2050 target. The total amount of pages on 2050 perspectives are 12 out of 135.

Although not considered an LCDS, the National Energy Strategy for 2020 could have some of the desirable qualities for an LCDS; stakeholder consultation, evidence of modelling and clear data sources. Though unrelated to the process which led to the development of the National Energy Strategy, the template submitted states that wider discussions regarding a 2050 strategy for Italy took place at a conference in Rome in 2014, although we did not find further details and evidences of any national conference.

The strategy states it will be updated every three years (so the next one should have been adopted in 2016 which, to our knowledge, has not yet taken place).

Latvia



DOCUMENT(S) SUBMITTED

The EU Monitoring Mechanism Regulation template was submitted. Does not qualify as an LCDS according to MaxiMiseR's assessment, and does not contain planning elements.

DESCRIPTION

At the time of submission (14th January 2015) the Latvian LCDS was still under development. The template cites other policy documents which act as substitutes, containing elements and steps toward LCD, such as the Environment Policies Strategy 2014-2020 that includes directions for low-carbon policy development, low-carbon technology implementation and sustainable land management in farming. Other mid-term planning documents (such as the 2030 Energy Plan) are also cited.

No indication is given of when the LCDS will be published or the processes which are involved in its development.

Lithuania

Ranked
4th
out of 11
climate plans
evaluated

© Photo: Wild Wonders of Europe / Mark Hamblin / WWF



DOCUMENT(S) SUBMITTED Low-Carbon Development Strategy

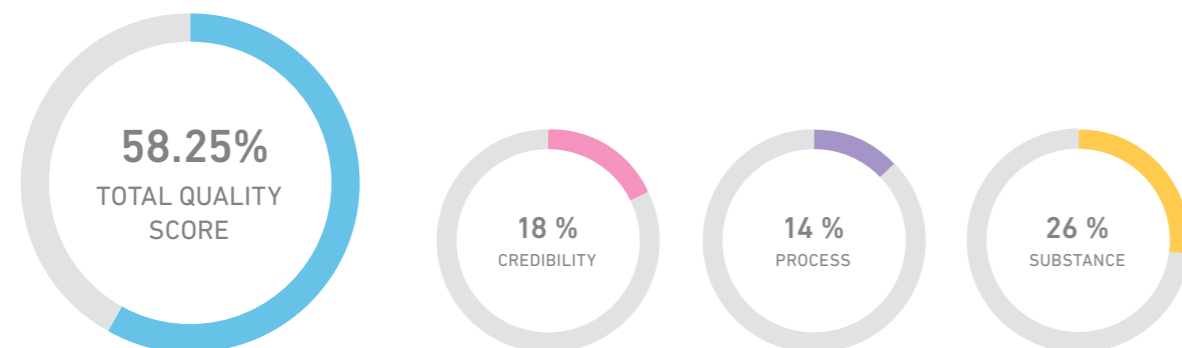
MAIN FINDINGS The strategy covers adaptation and mitigation policies and sets binding short-term (by 2020), indicative medium-term (by 2030 and 2040) and long-term (by 2050) climate change mitigation and adaptation goals and objectives. It has a score of 58.25% (average score: 50.5%).

NAME OF LCDS The Strategy for the National Climate Change Management Policy by 2050

QUALITY SCORE 58.25%

MISSING INFORMATION 18.25%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Low detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
Ambition Integration Public transparency	Review Scope	Actionable Political commitment Monitoring Process transparency Analytical basis

BEST PRACTICES The strategy is laudable for including adaptation.

DATE OF APPROVAL/PUBLICATION November 2012

LEGAL STATUS Adopted by parliamentary decree

TIMEFRAME 2050

AMBITION 80% reduction in 2050. In a ranking of the scale of emissions reductions, Lithuania would arrive in the second out of four categories along with Cyprus, Ireland, the Netherlands and the United Kingdom.

DESCRIPTION The strategy covers adaptation and mitigation policies and sets binding short-term (by 2020), indicative medium-term (by 2030 and 2040) and long-term (by 2050) climate change mitigation and adaptation goals and objectives in the following economic sectors: energy, industry, transport, agriculture, households, environmental protection and rational use of national resources (forestry, ecosystems, biodiversity, landscape), spatial planning and regional policy, health care, research and development, education and provision of information to the public, international co-operation.

**DATE SUBMITTED
TO THE EUROPEAN
ENVIRONMENT
AGENCY (EEA)**

9th January 2015

**NEXT STEPS/
UPDATES
FORESEEN**

The strategy will be updated in 2019 in line with new EU targets for 2030

**LINK TO LCDS/
DOCUMENT(S)
SUBMITTED**

<http://www.am.lt/VI/index.php#a/12869>

Luxembourg



**DOCUMENT(S)
SUBMITTED**

The EU Monitoring Mechanism Regulation template was submitted. Does not qualify as an LCDS according to MaxiMiser's assessment, and does not contain planning elements.

DESCRIPTION

A template was provided on 31st July 2015 which states that an LCDS will be available in 2016. No indication is given of the processes which are involved in its development.

Malta

© Photo: Wild Wonders of Europe / Zankl / WWF



DOCUMENT(S) SUBMITTED

A document was submitted entitled Malta's report on the status of implementation of low-carbon development policies and strategies. Does not qualify as an LCDS according to MaxiMiseR's assessment, and does not contain planning elements.

DESCRIPTION

On February 6th 2015, Malta submitted this report on the status of implementation of low-carbon development policies and strategies, which highlights and reports the status of ongoing cross-sectoral strategies, policies and measures that contribute to achieving low-carbon development in Malta. No target is cited for 2050 but 2020 EU targets are mentioned. The policies and measures reported on have a 2020 horizon. The document sets out the timeframe and steps for producing a high-level carbon development vision in 2016, followed by a National Low-Carbon Development Strategy being finalised and approved in mid-2017.

There are a number of aspects of the future LCDS (process and result), which, if brought to fruition, would be considered best practice. The report attests to Malta's work to strengthen institutional capacity around LCDS. The Ministry of Sustainable Development, Environment and Climate change has the role of leading the coordination of climate action policy. A specific directorate has been set up for Environment and Climate Change. It seeks to advise the government on climate action and oversee and monitor implementation of relevant strategies. It is supported by an Inter-Ministerial committee in order to ensure synergies with energy, transport, finance, and economic investment policies. Many sectoral studies have already completed or are underway, with a view to feeding into the LCDS.

The legal framework for the future LCDS is pre-figured in the Draft Climate Bill, which addresses both mitigation and adaptation, and underwent public consultation in 2014. It will foresee that the LCDS is reviewed and updated periodically, and that a Climate Action Board is set up to oversee implementation of the Act itself.

Netherlands

Ranked
5th
out of 11
climate plans
evaluated

© Photo: Chris Martin Bahr / WWF



DOCUMENT(S) SUBMITTED

Low-Carbon Development Strategy

MAIN FINDINGS

The Climate Letter 2050 is a guidance document which has led to inform the more detailed 2030 strategy- the Climate Agenda. The Climate letter was drawn up with close consultation of industry rather than a full consultation of all sectors. Neither of the documents appear to be legally binding. It has a score of 53.79% (average score: 50.5%).

NAME OF LCDS

Climate Letter 2050: Roadmap to a climate neutral economy by 2050, and the Climate Agenda: Resilient Prosperous and Green

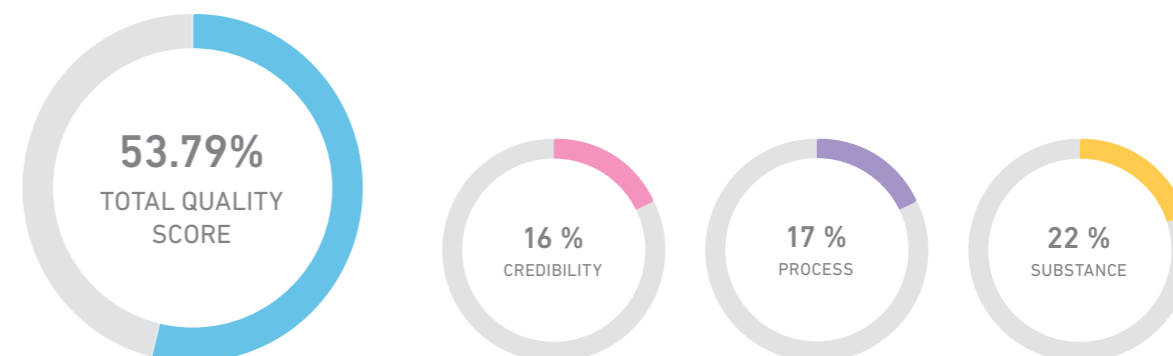
QUALITY SCORE

53.79%

MISSING INFORMATION

17.25%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	YES (Low detail)
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
Ambition Analytical basis Integration Public transparency	Process transparency	Actionable Political commitment Monitoring Scope Review

BEST PRACTICES The evaluation tool has not captured any of the best practices MaxiMiseR identified.

DATE OF APPROVAL/PUBLICATION The Climate Letter, which contains the MS 2050 targets, was published in 2011. The Climate Agenda which is a more detailed plan up to 2030 was agreed and published in December 2013.

LEGAL STATUS Neither the Climate Letter 2050 nor the Climate Agenda appear to have a legal form. The Climate Agenda was sent to the Dutch parliament by the Dutch cabinet on October 4th 2013, and was discussed in parliament on October 17th 2013. The Climate Letter was sent to the Dutch parliament on November 18th 2011.

TIMEFRAME 2050

AMBITION The Climate Letter states that in accordance with the European 2050 Roadmap (2011) with its goal of 80-95% reductions, the Netherlands could reduce greenhouse gas emissions by 80% in 2050 (4045 Mt CO₂ equivalents in 2050) compared to 1990 levels. In a ranking of the scale of emission reductions, the Netherlands would arrive in the second out of four categories along with Cyprus, Ireland, Lithuania and the United Kingdom.

The Climate Agenda has a mid-term goal of 2030, organised around three themes that have one or more action lines. The Action themes are 1) broadly-based coalitions for approaching the climate; 2) adaptation; and 3) mitigation.

DESCRIPTION

The Climate Letter 2050 is the only document from the Dutch authorities that includes a 2050 timeframe. However, it is more of a scoping exercise document that led to the development of a 2030 strategy – the Climate Agenda - with actions that were supposed to begin being implemented in 2015. As such, it is the Climate Agenda that contains a very high level of detail on policies and measures, whereas the Climate Letter contains information on insights and challenges, the results of public consultations that were held with industry only, amongst other points.

DATE DELIVERED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA)

8th January 2015

NEXT STEPS/UPDATES FORESEEN

The Netherlands will not issue an update of its LCDS between 9th January 2015 and 15th March 2015. The focus in 2015 will be on implementing the actions in the Climate Agenda and Energy Agreement. At the end of 2015 the first biennial progress report of the Climate Agenda was expected. In the Climate Letter 2050, the cabinet invites other sectors and stakeholders to develop 2050 carbon neutral plans.

LINK TO LCDS

Climate letter 2050: Roadmap to a climate neutral economy by 2050:

- <http://www.rijksoverheid.nl/documenten-en-publicaties/brieven/2011/11/18/kli-maatbrief-2050.html>

Climate Agenda: Resilient Prosperous and Green (mid-term goal of 2030):

- <http://www.government.nl/government/documents-and-publications/reports/2014/02/17/climate-agenda-resilient-prosperous-and-green.html>



Poland



© Photo: J. Wildman



DOCUMENT(S) SUBMITTED

A template and update were submitted on 15th January and 13th March 2015 respectively. Does not qualify as an LCDS according to MaxiMiser's assessment, and does not contain planning elements.

DESCRIPTION

Poland did not have an LCDS at the time of submitting the templates in early 2015, but the template states that Poland expects to adopt its LCDS in 2015. At the time of reporting to the European Environment Agency (EEA) Poland's LCDS, "The National Programme for the Development of Low-Carbon Economy", was still under development by the Ministry of Economy. The Programme is said to address the following areas 1) development of low-carbon energy sources; 2) improvement of energy efficiency; 3) improving the efficiency of the management of resources and materials; 4) development and exploitation of low-carbon technologies; 5) preventing and improving the efficiency of waste management; 6) promotion of new patterns of consumption. Full participation was granted to all interested stakeholders. There is no indication of the ambition of the National Programme under development, or of its timeframe.

Portugal



© Photo: Chris Martin Bahr / WWF

Ranked **6th** out of 11 climate plans evaluated



DOCUMENT(S) SUBMITTED

Low-Carbon Development Strategy

MAIN FINDINGS

Portugal's Low Carbon Roadmap 2050 is not legally binding. It is considered an overall long term guidance document for climate policy, whose purpose was to study the technical and economic viability of greenhouse gas emissions reductions by 2050. It has a score of 49.46% (average score: 50.5%).

NAME OF LCDS

Roteiro Nacional de Baixo Carbono - Low Carbon Roadmap 2050 (RNBC)

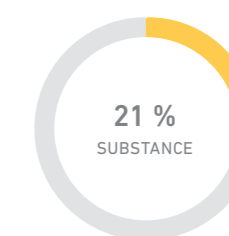
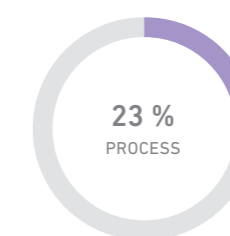
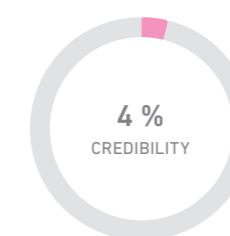
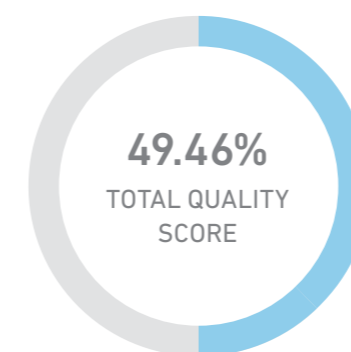
QUALITY SCORE

49.46%

MISSING INFORMATION

12.50%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	NO
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON	NEEDS TO WORK ON	NEEDS TO WORK A LOT MORE ON
<ul style="list-style-type: none"> Process transparency Analytical basis 	<ul style="list-style-type: none"> Ambition Public transparency 	<ul style="list-style-type: none"> Actionable Integration Monitoring Political commitment Scope Review

BEST PRACTICES Best practice seen here is comprehensive and frequent stakeholder engagement from the public and private sector, and from citizens. There was a public consultation, public presentations and discussions on findings and conclusions. Additionally, more public consultations are expected to be held throughout the research and development phase.

DATE OF APPROVAL/PUBLICATION Published in 2012

LEGAL STATUS The RNBC has no legal status as it was not formally approved by government. It was mandated by Council of Ministers Resolution n.º 93/2010 of 26th of November. It currently stands as an overall long-term guidance document for climate policy.

TIMEFRAME 2050

AMBITION The 50-60% emissions reductions level (below 1990 levels) is described as a possible emissions reduction level, not as a conclusive target. In a ranking of the scale of emission reductions, Portugal would arrive in the last out of four categories.

DESCRIPTION Portugal's Low Carbon Roadmap 2050 is not legally binding. It is considered an overall long term guidance document for climate policy, whose purpose was to study the technical and economic viability of greenhouse gas emissions reductions by 2050. It covers all economic sectors, and concludes that there are several benefits of a low carbon economy including improvements in public health, reduced energy dependence, jobs and more.

Portugal has been preparing a revised Climate Change Policy Framework that will include an overall climate change strategy which addresses adaptation and mitigation as well as the issues of financing, reporting and monitoring. When this will be released is not stated.

The Roadmap clearly provides a good analytical basis for the country's mid- and long-term strategies through its detailed exploration of scenarios across all sectors.

DATE SUBMITTED TO THE EUROPEAN ENVIRONMENT AGENCY (EEA) 9th January 2015

NEXT STEPS/UPDATES FORESEEN Preparation of a revised Climate Change Policy Framework is said to be underway, including a new National System for Policies and Measures and Projections, and a revised National System for Inventories. The National Climate Change Programme (PNAC) addressing mitigation policy (2020/2030) and the National Adaptation Strategy (ENAAC 2020) are also being revised.

LINK TO LCDS/DOCUMENT(S) SUBMITTED www.apambiente.pt/_zdata/DESTAQUES/2012/RNBC_COMPLETO_2050_V04.pdf

Romania

© Photo: Michel Gunther / WWF



DOCUMENT(S) SUBMITTED

National Climate Change Strategy (2013-2020)
Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

In July 2013 the Romanian government adopted an economy-wide strategy for 2013 - 2020. Whilst the aim of the strategy is to create a pathway towards a low-carbon economy and society that is resilient to climate change, it does not include a national absolute or relative emissions reduction target, or specific national targets for different sectors. It does have horizontal strategies for 10 climate-related sectors, and includes proposed policies and measures, as well as proposes the development of indicators to monitor progress, specifically for adaptation.

It references a stakeholder consultation process on adaptation that took place, and highlighted some new elements that have been included in the strategy.

The 2020 strategy also clearly reflects on the role of LULUCF, but does not include LULUCF in its emissions reductions target.

The information submitted states that a review and update of the strategies objectives has been recommended, and was due to take place in the first half of 2015 and during 2020.

Slovakia

© Photo: Wild Wonders of Europe / Konrad Wethe / WWF



DOCUMENT(S) SUBMITTED

'Slovakia - Background document for preparation of the low-carbon development strategy'.
Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

BEST PRACTICES

Slovakia has set up an ad-hoc Expert Group to prepare a Low-Carbon Strategy which includes experts from other relevant ministries, academic and university positions, and all expert institutions.

DESCRIPTION

In 2015 Slovakia published a background document on the preparation of a LCDS that highlights a timeframe of 'up to 2030'. The submitted background document does not contain any information on ambition levels, on sectoral coverage, or have much information on foreseen policies and measures. It's also not clear if a public consultation process will be used.

Slovakia set up an ad-hoc Expert Group to prepare this Low-Carbon Strategy which includes experts from other relevant ministries, academic and university positions, and all expert institutions. The background document and template submitted state that Slovakia intends to intensify the process of preparation of its 'LCDS up to 2030' in co-operation with relevant ministries, and in close cooperation with reputable international institutions. No timeline on development or final completion is given.

Slovenia

© Photo: Samo Tanacek / FRANCFRANC



DOCUMENT(S) SUBMITTED

The Operational programme of measures to reduce greenhouse gas emissions by 2020 with a view to 2030.
Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

Slovenia did not have a 2050 strategy at the time of submission. Slovenia submitted its 2020 programme of measures in place of a low-carbon development strategy (LCDS), which has no legal form (it was adopted by the government in December 2014) but does include legally binding targets for 2020. The document states support for a 2°C global temperature rise limit.

There are no targets for 2050, although as part of the 2020 plan, modelling up to 2050 has been included as a measure. There is also a table of measures that lists the ministry responsible for implementing said measure, but does not include a timeframe. It references the 2050 EU roadmap, but only the lower end (80%) of the proposed EU 2050 target (80-95%). This programme covers all sectors covered by the 2020 Effort Sharing Decision (soon to be the Effort Sharing Regulation 2030), so it is not economy-wide, as most other LCDS additionally cover the EU Emission Trading Scheme (ETS) sectors.

The Slovenian 2020 plan covers all of the 6 Kyoto gases (carbon-dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulphur hexafluoride (SF₆)). In addition, each responsible ministry will be liable for ensuring that the measures proposed in the 2020 plan will be implemented, showing that Slovenia's ministries are employing a joint effort amongst themselves. It is hoped that these best practices will be reflected in their future 2050 strategy.

The documents submitted state that Slovenia's long-term transition to a low carbon economy will be elaborated on in a Slovenian Development Strategy (expected to be adopted in 2016), which will take over the role of Slovenia's LCDS.

Spain

© Photo: Global Warming Images / WWF



DOCUMENT(S) SUBMITTED

Spanish Climate Change and Clean Energy Strategy: Horizon 2007-2012-2020.
Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

Spain did not have a 2050 plan at the time of submission. A 2020 strategy was submitted. Spain's National Climate Council approved this strategy on October 25th 2007 and the Ministry Council approved it on November 2nd 2007. This emphasises short-term goals (2008-2012) which are now outdated. The strategy contains a low amount of information on policies and measures, some of which contain timelines, whilst others do not. Many of the goals and targets are short-term (2009-2012) and so are now outdated.

A clear strategy for Spain has been hard to identify. There are several documents and targets and policies and measures and timelines are spread out across these individual documents, making it more a framework than a strategy. There are also some other emissions targets: the National Allocation Plan aims to reduce emissions by 37.7 Mt CO₂ eq/year and the Spanish Plan of Urgent Measures outlines additional emissions reductions amounting to 12.091 Mt CO₂ eq/ year (60.454 Mt CO₂ eq in total during the period).

Significantly, a monitoring system was established to monitor climate change indicators to determine their "evolution and fulfilment". As a result of the submitted documents, two new institutional body were created and given distinct powers to facilitate decision making, these were the national Climate Council (NCC) and the Commission for Climate Change Policy Coordination. Municipalities are expected to submit annual reports on achieved emissions reductions, but there is no other information on reporting at any other governance levels. The strategy includes adaptation measures and references a National Adaptation Strategy.

The documents submitted indicate that this strategy is being updated, the first steps of which were taken via the adoption of a 2020 Roadmap ("Hoja de Ruta 2020"). Moreover, there is a clear statement that following the conclusions of the Horizon 2030 report on Energy needs, the strategy will need to be adapted.

The Ministry of Environment will coordinate implementation, and an inter-ministerial working group, plus other relevant ministries will be jointly working to implement the strategy and have their own responsibilities to deliver on. There will also be a high-level of involvement from sub-national bodies, but the State will lead and delegate responsibilities.

Sweden



DOCUMENT(S) SUBMITTED

No LCDS. On 14th January 2015 a document was submitted related to Sweden's reporting in accordance with Articles 4.2 and 13.1(b) of Regulation (EU) No 525/2013 of the European Parliament and of the Council on a mechanism for monitoring and reporting greenhouse gas emissions and for reporting other information at national and Union level relevant to climate change and repealing Decision No 280/2004/EC.

Does not qualify as an LCDS according to MaxiMiseR's assessment, but contains planning elements.

DESCRIPTION

Sweden did not have an LCDS at the time of submission. A report was delivered regarding their plans to prepare an LCDS. The Swedish parliament adopted a vision to be net zero by 2050 in 2010. Sweden is currently preparing an LCDS in line with its goal on climate change, which is based on limiting the temperature increase to 2°C. A number of steps are reported to have taken place between 2012 and 2015. The template states that in February 2016, Sweden would have published a strategy on implementing a net zero approach by 2050, the scope of which includes information on a long-term objective to 2050, a pathway and milestones up to 2050 including sector contributions, and a framework for climate policy including monitoring, reporting and evaluation of climate policy.



United Kingdom

Ranked
2nd
out of 11
climate plans
evaluated

© Photo: UK_Global Warming Images / WWF



DOCUMENT(S) SUBMITTED Low-Carbon Development Strategy

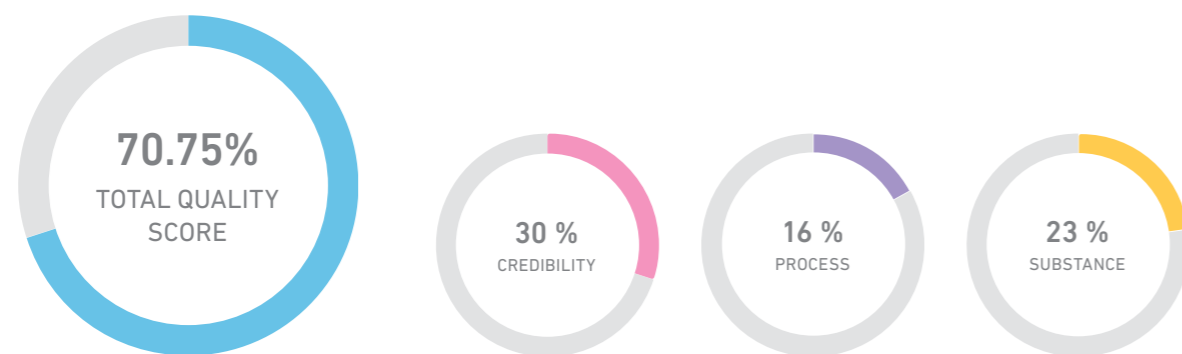
MAIN FINDINGS This is a legally binding strategy to 2050. It has a carbon budget approach. The strategy development and implementation process is supported by the Climate Change Committee. The strategy fails to give information about stakeholder involvement. It has a score of 70.75% (average score: 50.5%).

NAME OF LCDS The Carbon Plan: delivering our low carbon future

QUALITY SCORE 70.75%

MISSING INFORMATION 15.25%

(this reflects the questions you cannot answer in the evaluation as a result of a lack of information)



KEY ELEMENTS OF AN LCDS

Does the LCDS cover a period of time to at least 2050?	YES
Does the LCDS include references to envisaged or already existing policies and measures?	NO
Was the LCDS developed using an analytical assessment?	YES
Were stakeholders frequently engaged in the process of developing the LCDS?	YES

SCORED WELL ON	NEEDS TO WORK ON
Scope	Ambition
Actionable	Process transparency
Integration	
Political commitment	
Monitoring	
Public transparency	
Analytical basis	
Review	

BEST PRACTICES The UK's plan is legally binding and land use and forestry (LULUCF) is accounted for in the emission reduction targets. The Climate Change Committee was set up under the Climate Change Act to advise the government on carbon budgets. It plays an essential role in providing robust independent review and evidence based advice. The UK also uses a carbon budget approach, with each carbon budget setting a maximum level for the total net UK carbon account over a five-year period, in tonnes of carbon dioxide equivalent (tCO₂ e).

DATE OF APPROVAL/PUBLICATION December 2011

LEGAL STATUS The Climate Change Act places a legal requirement on the UK government to report on how the UK will meet current and future carbon budgets. The Carbon Plan is presented to Parliament under sections 12 and 14 of the Climate Change Act 2008.

TIMEFRAME 2050

AMBITION The Climate Change Act foresees emissions at at least 80% below 1990 base year levels by 2050. This is expressed as an absolute target of a reduction in at most 156.6 MtCO₂ e by 2050. In a ranking of the scale of emission reductions, the United Kingdom would arrive in the second out of four categories along with Cyprus, Ireland, Lithuania and the Netherlands.

DESCRIPTION

The 2008 Climate change Act establishes a legally binding target to reduce the UK's greenhouse gas emissions by at least 80% below base year levels (1990) by 2050 (at most 156.6 MtCO₂ e by 2050). The Act introduced a system of carbon budgets which provide legally binding limits on the amount of emissions that may be produced in successive five-year periods, beginning in 2008. The first three carbon budgets were set in law in May 2009 and require emissions to be reduced by at least 34% below base year levels in 2020. The fourth carbon budget, covering the period 2023–27, was set in law in June 2011 and requires emissions to be reduced by 50% below 1990 levels. The Carbon Plan, the UK's Low-Carbon Development Strategy, sets out proposals and policies for meeting the first four carbon budgets. All sectors are covered by the plan apart from shipping and aviation.

The strategy is exemplary in many ways (see the best practice section) yet fails to give information about stakeholder involvement in the process to develop the LCDS which, inevitably, influences the overall quality score.

**DATE SUBMITTED
TO THE EUROPEAN
ENVIRONMENT
AGENCY (EEA)**

29th December 2014

**NEXT STEPS/
UPDATES
FORESEEN**

The Carbon Plan will be updated after the UK sets the fifth carbon budget in 2016.

**LINK TO LCDS/
DOCUMENT(S)
SUBMITTED**

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/47613/3702-the-carbon-plan-delivering-our-low-carbon-future.pdf

ANNEXE

The evaluation methodology



The evaluation tool

The first challenge for this evaluation was that of coming up with a way to assess and compare EU Member States' Low-Carbon Development Strategies.

In order to do so, a tool was developed over the first half of 2016 by the Ecologic Institut in close discussion with the climate and energy team in the WWF European Policy Office and the wider WWF European Network of national offices. The draft tool and underlying assumptions were also discussed with the MaxiMiser project External Reference Group¹⁵ in June 2016. The revised version of the tool¹⁶ has since been used to evaluate the strategies referred to in this report.

The approach taken for the development of the tool is normative- i.e., it has been designed to measure elements that WWF offices throughout the EU, the Ecologic Institute and members of the project's External Reference Group, believe should be included in an ideal LCDS. Initial desk-research and consultation of the European Environment Agency Repository of LCDS allowed for the development of a list of crucial variables to be included in the tool, which were then aggregated, clustered and turned into measurable indicators.

The tool structure is illustrated in Figure 1. The complete tool contains forty-eight indicators which are grouped into the ten criteria presented in Box 3. The ten criteria are grouped into three indices - *substance*, *credibility* and *process*. *Substance* encompasses ambition and scope. *Credibility* includes actionability, integration, political commitment, monitoring and transparency. *Process* includes process transparency, analytical basis and review.

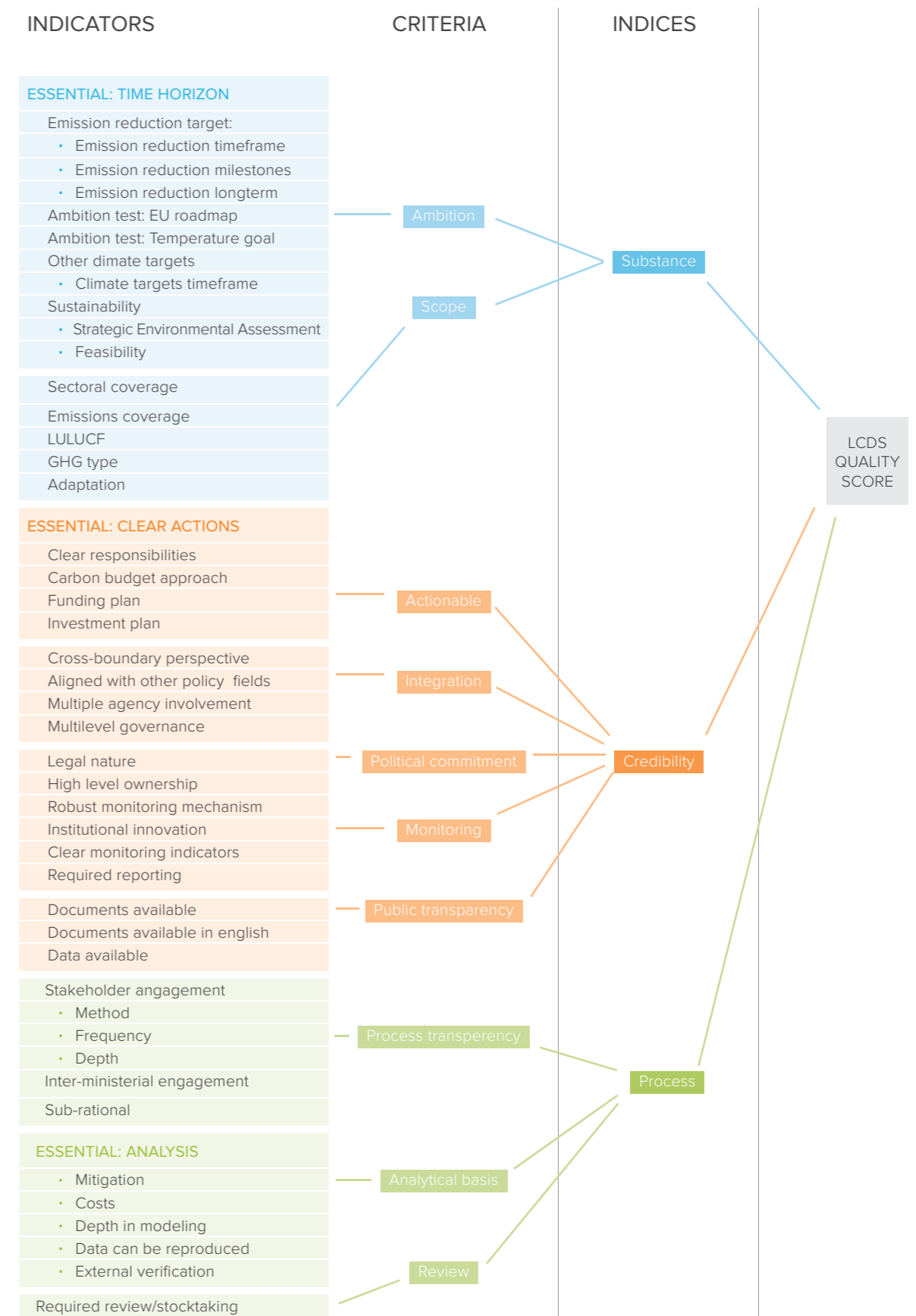
The ten criteria (and thus the underlying indicators) are weighted according to their perceived importance. This prioritisation has been in part determined by a ranking exercise and is based on a discussion carried out with the wider WWF Network and the project's External Reference Group.

The tool was used to assess the quality of eleven EU Low-Carbon Development Strategies which qualified for our evaluation and to capture Member State best practices and innovative approaches. We also evaluated the status of the strategies.

¹⁵ More: www.maximiser.eu/external-reference-group/

¹⁶ More information on the tool concept and the tool development process can be found in the MaxiMiser project document submission of a final tool concept for the assessment of Low-Carbon Development Strategies. July 2016 the Ecologic Institut. This can be found on the project website: www.maximiser.eu

FIGURE 8: STRUCTURE OF THE EVALUATION TOOL



BOX 6: THE TEN ASSESSMENT CRITERIA

Criteria	Description
Ambition	The level of ambition of the LCDS as shown by the explicit inclusion of temperature goals, emission reduction targets and/or other climate relevant objectives. How strong these targets are with a view to achieving mitigation aims is also assessed. The ambition criteria also measures how forward-looking a strategy is and how forward-looking a target is. It also takes into consideration whether an assessment of proposed measures was taken.
Scope	The comprehensiveness and coverage of the LCDS in terms of economic sectors, domestic GHG emissions and types of emissions as well as the inclusion of adaptation concerns.
Actionable	The extent to which the LCDS can be put into action. Are there clear actions defined and implemented? Is there a scheduled plan for these actions and/or a carbon budget approach? Does the LCDS explicitly name the responsible agencies? What funding and investment approaches exist?
Integration	The degree to which the LCDS is integrated into other policy fields, governance levels and national planning strategies. Whether the LCDS is aligned with broader economic, social and environmental objectives. The extent to which the strategy takes into account its possible cross-border implications.
Political Commitment	Whether the LCDS is legally binding and the level of political 'buy-in' from high level policy makers and across the political spectrum.
Monitoring	Whether the LCDS incorporates a robust monitoring mechanism with clear indicators of progress and requires reporting.
Public transparency	The extent to which LCDS documentation and underlying data are available to the public.
Process transparency	The degree to which the LCDS was developed in close and open consultation with government and private stakeholders in a transparent and participative manner.
Analytical basis	The degree to which the LCDS is based on analysis of domestic mitigation potentials and abatement costs using robust modelling and reproducible data. Additionally, capturing if the final LCDS was reviewed.
Review	Whether a stocktaking/review process is required by the LCDS.

Assessing LCDS quality

The scores on these three indices - substance, credibility and process - are aggregated to determine the overall 'quality' score for each of the eleven LCDS assessed with the tool. As the total possible score is 100, these quality scores are expressed as percentages.

In this assessment, the tool is used to evaluate the quality of the eleven strategies submitted which have 2050 timeframes. The quality assessment allows us to provide a score for each of these Member State strategies, to rank these scores, and also to look at how well the Member States' LCDS have performed individually in relation to each of the three indices and the ten criteria. We also evaluate how well these Member States LCDS score overall with regards to substance, credibility and process and to the ten underlying criteria, with a view to identifying common areas of better performance and where more work is needed.

Assessing LCDS status

The project¹⁷ examines the status of the LCDS in relation to four essential elements which are reflected in our MaxiMiseR project definition of Low-Carbon Development Strategies. The four issues we examined can be seen in Box 7.

BOX 7: LCDS STATUS - THE ESSENTIAL ELEMENTS ASSESSED

Demonstrating vision: does the LCDS cover a period of time to at least 2050?

Containing planned action: does the LCDS include references to envisaged or already existing policies and measures?

Built on a sound analytical foundation: was the LCDS developed using an analytical assessment?

Involving meaningful stakeholder participation: were stakeholders engaged in the process of developing the LCDS?

¹⁷ Our tool originally foresaw an index which assessed what stage an LCDS was at in terms of its development, implementation, or need for updating: its 'status'. The status index also evaluated whether a country's strategy qualifies as an LCDS in relation to a number of 'essential elements'. These essential elements included vision, planned action and a sound analytical foundation. They were each verified through an existing indicator in the tool. However, after carrying out a number of assessments, it became clear that there were challenges in truly reflecting the status of the LCDS through this index. Therefore, the status index results are not included in this first evaluation.

For each of the eleven strategies which provides a positive answer to the first question – that is, *it covers a period of time to at least 2050*, we also looked at how it fared in relation to the other three questions. This allowed us to provide both an individual picture on LCDS ‘status’ based on our definition of essential elements, and permitted us to look for overall patterns; is one element more frequently displayed than the others? Is one consistently absent? Is one element consistently reflected weakly in LCDS e.g. stakeholders were involved but not all relevant stakeholders were invited to be involved.

Capturing best practice and innovative approaches

In addition to assessing quality and status, the tool was designed to identify twelve examples of best practice approaches which were defined during the tool’s development. These were chosen to reflect exemplary or pioneering practice regarding the aspects of Low-Carbon Development Strategies addressed by the assessment criteria. These examples of best practice can be seen in Box 8.

BOX 8: BEST PRACTICE AND INNOVATIVE APPROACHES

- Mention of the 1.5°C target
- Incorporation of LULUCF emissions
- Incorporation of climate adaptation measures
- Use of a climate budget approach
- Accounting for cross-border impact
- Providing a legal basis
- Independent review
- Institutional innovation
- Reporting in English
- Frequent stakeholder consultation
- Comprehensive stakeholder consultation
- Triggered stocktaking

In our analysis, examples of best practice are picked up for each of the Member States evaluated using the tool. We also give an overview of how frequently they are found across all Member States.

The methodological approach

The European Environment Agency Repository stores the information submitted by Member States on their Low-Carbon Development Strategies. A template provided is filled in by Member States which highlights key information about their LCDS, or, if there is no LCDS to deliver, highlighting information on the country’s LCDS intentions and process. In addition to this template, all LCDS documents are uploaded. Most are completely accessible and can be downloaded directly, whilst some are ‘locked’. The European Environment Agency kindly facilitated our access to the locked documents by contacting the respective Member States on our behalf.

Our evaluation of the LCDS was limited to an evaluation of the information in the template and in the document(s) purported to be the country’s LCDS (this was sometimes more than one document).

Some of the documents are in English (the MaxiMiseR project language) whilst others were in the Member State’s own languages.

The Member State submissions were then evaluated by two different members of the MaxiMiseR team. If the submission qualified as an LCDS (see status section above), it was scored by each of the two evaluators using the MaxiMiSeR LCDS evaluation tool. Scoring and notes on supporting evidence were then compared by the evaluators until shared scores were defined for each of the indicators for each of the Member States. The submissions which did not qualify as an LCDS, such as 2020 plans, were examined by the evaluators and short descriptions of them noted. A description of the intention and processes undertaken by Member States without LCDS were also made.

It is important to note that, as a result of the project’s aims and the limitations directed by the project’s research methods, there are a number of characteristics of LCDS which are not captured through this tool, for example the role of non-government bodies. Such aspects could be captured through other approaches, such as interviews with Member States, modelling of projections and targets, etc. Aspects that the project team identified as being beyond the scope and capacity of the MaxiMiseR evaluation tool are shown in Box 9.

BOX 9: WHAT DOESN'T THE MAXIMISER EVALUATION TOOL CAPTURE?

- Whether the policies and measures established in an LCDS are fit for purpose, i.e. if the Member State will meet their overall target through the implementation of these measures
- Whether the technologies to be deployed by the Member States in their decarbonisation pathway are sustainable or not. The tool evaluates the degree to which sustainability has been considered in the country’s assessment of options
- The level of public/cross-party/stakeholder support an LCDS does/doesn’t have
- Aspects of the LCDS process which are not reflected in the documents submitted
- The role of non-state actors

FOOTNOTES

- 1 Documents provided: - 4 EU MMR templates: Hungary, Latvia, Estonia, Luxembourg; 5 progress reports: Austria, Belgium, Malta, Poland, Sweden; 5 other reports: Croatia, Malta, Romania, Slovakia, Slovenia.
- 2 Nitrous oxides (NOX), carbon monoxide (CO), non-methane volatile organic compounds (NMVOC) and sulphur dioxide (SO2)
- 3 Hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulphur hexafluoride (SF6)
- 4 Triggered stocktaking' means external factors can trigger a review of the climate action at any point. This takes place even if a scheduled review is already planned for a different time.

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STRATEGIES FOR A LOW CARBON EU BY 2050

The EU and other industrialised countries have pledged to cut greenhouse gas emissions by at least 40% by 2030, and by 80-95% by 2050. EU Member States must produce 'Low-Carbon Development Strategies' (LCDS) to show how they will do so. Ensuring that these LCDS are ambitious and of a high quality, and are developed in a participative, transparent manner is key to meeting the EU's emissions reductions goals. Helping this to happen is the aim of the MaxiMiseR project. MaxiMiseR is funded by the EU LIFE Programme for the Environment and the MAVA Foundation.

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