

ROADMAP

Roadmaps aim to inform citizens and stakeholders about the Commission's work in order to allow them to provide feedback and to participate effectively in future consultation activities. Citizens and stakeholders are in particular invited to provide views on the Commission's understanding of the problem and possible solutions and to make available any relevant information that they may have.

TITLE OF THE INITIATIVE	Climate Law
LEAD DG – RESPONSIBLE UNIT	DG Climate Action - Unit DG.01, Legal Affairs, Inter-Institutional Relations and Communication
LIKELY TYPE OF INITIATIVE	Legislative proposal
INDICATIVE PLANNING	1 st quarter 2020
ADDITIONAL INFORMATION	https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal_en

This Roadmap is provided for information purposes only and its content might change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content. All elements of the initiative described by the Roadmap, including its timing, are subject to change.

A. Context, Problem definition and Subsidiarity Check

Context

On 5 October 2016, the EU ratified the Paris Agreement, which entered into force on 4 November 2016. This includes a long-term goal to keep the global temperature increase to well below 2°C above pre-industrial levels and to pursue efforts to keep it to below 1.5°C.

On 28 November 2018, the Commission presented its Communication 'A Clean Planet for all- A European strategic long-term vision for a prosperous, modern, competitive and climate-neutral economy' that includes a vision for the 2050 climate-neutrality objective.

The European Council has set building a climate-neutral, green, fair and social Europe as one of the main four priorities in its Strategic Agenda for 2019-2024. On 12 December 2019, the European Council endorsed the objective of EU climate neutrality by 2050.

The European Parliament has endorsed the objective of net-zero greenhouse gas emissions by 2050 in its resolution of 14 March 2019 on climate change.

In the Political Guidelines for the next European Commission 2019-2024, 'A European Green Deal' was announced as one of the six headline ambitions for Europe. This included the first European Climate Law to enshrine the 2050 climate-neutrality target into law in the first 100 days in office.

On 11 December 2019, the Commission presented its Communication 'The European Green Deal', setting a new growth strategy that aims to transform the EU into a fair and prosperous society, with a modern, resource-efficient and competitive economy, where there are no net emissions of greenhouse gases in 2050 and where economic growth is decoupled from resource use. The Commission confirms in the Communication that it will propose the first European 'Climate Law' by March 2020.

Problem the initiative aims to tackle

The Intergovernmental Panel on Climate Change (IPCC) issued in October 2018 its Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways. Based on scientific evidence, this demonstrates that human-induced global warming has already reached 1°C above preindustrial levels and is increasing at approximately 0.2°C per decade. Without stepping up international climate action, global average temperature increase could reach 2°C soon after 2060 and continue rising afterwards. Such unconstrained climate change has the potential to turn the Earth into a 'hothouse', making large-scale irreversible climate impacts more likely.

The IPCC Special Report provides a strong scientific basis for tackling climate change. It confirms that the impacts of climate change increase rapidly with increasing global mean temperature. The IPCC report confirms that the world needs to limit climate change to 1.5°C to reduce the likelihood of extreme weather events. It also emphasises that emissions need to be reduced with far more urgency than previously anticipated. In order to limit temperature increase to 1.5°C, net-zero CO₂ emissions at global level needs to be achieved around 2050 and neutrality for all other greenhouse gases somewhat later in the century. This urgent challenge calls for the EU to step up its action to show global leadership by achieving greenhouse gas emissions neutrality by 2050, as set out in the 'Clean Planet for All' Communication of the Commission, and as confirmed by the 'European Green Deal' Communication.

Climate change is a major concern for Europeans. The current changes in our planet's climate are redrawing the world and magnifying the risks for instability in all forms. In addition to other significant environmental pressures, the impact of global warming is increasingly transforming our environment, increasing the frequency and intensity of extreme weather events. Unconstrained climate change would have severe consequences including on the productivity of Europe's economy, infrastructure, ability to produce food, public health, biodiversity and political stability.

The EU has already started to modernise and transform the economy with the aim of climate neutrality. Between 1990 and 2018, it reduced greenhouse gas emissions by 23%, while the economy grew by 61%. However, current policies will only reduce greenhouse gas emissions by 60% by 2050 and thus much more remains to be done to reach climate-neutrality.

Basis for EU intervention (legal basis and subsidiarity check)

The legal basis for this initiative is Article 192(1) of the Treaty on the Functioning of the European Union. Climate change is by its very nature a trans-boundary challenge that cannot be solved by national or local action alone. Coordination of climate action is necessary at European level and, where possible, at global level, and EU action is justified on grounds of subsidiarity. Since 1992, the European Union has worked to develop joint solutions and drive forward global action to tackle climate change. More specifically, action at EU level should aim to provide for cost effective delivery of long-term climate objectives, including long-term greenhouse gas emission reduction objectives, while ensuring fairness and environmental integrity.

B. What does the initiative aim to achieve and how

The initiative aims to ensure an ambitious and just EU climate policy in view of protecting the EU's welfare, prosperity, health, eco-systems and biodiversity against the threat of anthropogenic climate change as set out in the Communication on the European Green Deal.

The initiative also contributes to the implementation of the Paris Agreement on climate change, including its long-term goal to keep the global temperature increase to well below 2°C above pre-industrial levels and to pursue efforts to keep it to below 1.5°C. It aims to set the EU's 2050 climate objective in line with scientific findings of the International Panel on Climate Change (IPCC).

The initiative will enshrine the EU objective of climate neutrality objective by 2050 in legislation. It aims to transform the way EU policies are made and to set the long-term direction of travel for meeting the 2050 climate-neutrality objective through all policies, in a socially-fair and cost-efficient manner. It aims to clearly set out the conditions for an effective and fair transition, to provide predictability for investors and other economic actors, including employers, workers and consumers, and to ensure that the transition to climate neutrality is irreversible. The initiative aims to lay down fundamental elements that guide all policies, such as the wellbeing of citizens, the prosperity of society, the competitiveness of the economy, energy efficiency and security, health, protection of vulnerable consumers, fairness and solidarity across society and regions, and a science-based approach.

The initiative also aims to ensure that all EU policies contribute to the climate-neutrality objective and that all sectors play their part. All other relevant policies should contribute to reaching the climate goals. This includes for example consistency of Union funding with the objectives of the Paris Agreement, climate proofing of investments to prevent vulnerabilities to long-term climate impacts and taking into account climate costs, strengthening incentives for developing climate-friendly and sustainable practices, products and technologies, integration into the European Semester process as the climate and energy transition as well as climate resilience are important elements of macro-economic stability and growth for the EU.

To facilitate the achievement of the 2050 climate-neutrality objective, the initiative could set the principle of having intermediate targets, and the Commission could propose to amend the Law at a later stage. By summer 2020, the Commission will present an impact-assessed plan to increase the EU's greenhouse gas emission reductions target for 2030 to at least 50% and towards 55% compared with 1990 levels in a responsible way.

The initiative could provide for review and reporting of progress towards the objectives, making use of the robust transparency framework and process based on integrated national energy and climate plans of the Regulation on the Governance of the Energy Union and Climate Action and aligned with the global stocktaking under the Paris Agreement.

C. Better regulation

Consultation of citizens and stakeholders

When preparing the 'Clean Planet for All' Communication, the Commission carried out a public consultation from 17 July to 9 October 2018, receiving more than 2800 replies. The Commission also organised a stakeholder event on 10-11 July 2018, which brought together stakeholders from business, research and civil society for a discussion on the strategy. The public consultation conducted by the Commission in preparation for the 'Clean Planet for All' Communication found that there is significant support, both from individuals and from organisations, for the EU to achieve a balance between greenhouse gas emissions and removals by 2050 (as described in annex 7.1 to the ['in-depth analysis in support of the Commission Communication COM\(2018\) 773'](#), the synopsis report on consultations activities). This is relevant for the Climate Law, which will enshrine the EU objective of climate neutrality by 2050 in legislation.

The adoption of the 'Clean Planet for All' Communication led to a yearlong extensive debate among the Member States, institutions, local and regional authorities, social partners, businesses, industry, stakeholders and the citizens. This broad social engagement allowed the debate to mature and enabled the development of a broad consensus on the EU's ambition for 2050.

The Commission plans to organise a public event on 28 January 2020.

Evidence base and data collection

In support of the 'Clean Planet for All' Communication, the Commission Services carried out an [in-depth analysis](#) (In-depth analysis in support of the Commission Communication COM(2018) 773). It explores how climate-neutrality can be achieved by looking at all the key economic sectors, including energy, transport, industry and agriculture. Current policies will have a continued impact after 2030, with projected emissions reductions of around 60% by 2050. However, this is not sufficient for the EU to contribute to the Paris Agreement's temperature goals. A portfolio of options was analysed for achieving the transition to net-zero greenhouse gas emissions by 2050, based on existing – though in some cases emerging – technological solutions, empowering citizens and aligning action in key areas such as industrial policy, finance or research, while ensuring social fairness for a just transition. Given this recent (November 2018) full analysis on the implications of the 2050 climate-neutrality objective, an impact assessment is not required.

At EU level, a monitoring framework is already in place to track progress towards greenhouse gas emission reductions, implementation of EU climate legislation and the EU's international commitments under the United Nations Framework Convention on Climate Change and the Paris Agreement. Member States are required to monitor and report their greenhouse gas emissions and other climate information such as on adaptation to climate change, and the Commission annually prepares progress reports. The Governance Regulation also includes a process based on integrated national energy and climate plans providing upfront information on Member States' planning. This will provide useful information to assess the results of the initiative.