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Is Transport on Track for 1.5°C?

Insights from the new Nationally Determined Contributions (NDCs)

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Project Background

The project Mobilize Net-Zero: Facilitating the Global Transport Transformation supports governments in their commitment to decarbonise transport by building international partnerships. By facilitating knowledge exchange and peer learning, and raising awareness among policymakers, the project aims to accelerate the transition to sustainable transport systems. Mobilize Net-Zero is funded by the International Climate Initiative (IKI) of the German Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety (BMUKN).

Together with SLOCAT the Mobilize Net-Zero project developed the [NDC Transport Tracker](#) as a central and transparent source of information on transport-related climate ambitions. The web tool utilises artificial intelligence to provide up-to-date information on the progress of transforming transport on a global scale. It serves as a valuable resource for policy makers, researchers, and stakeholders, by providing data-driven insights and analysis to support informed decision-making.

About Changing Transport

We enable the rapid development of zero emissions transport systems to shape a liveable and just future. GIZ works on changing transport towards a sustainable pathway and facilitating climate actions in mobility. We support decision-makers in emerging and developing countries through training and consulting services, as well as by connecting stakeholders. Our ultimate goal is zero-emission transport. You can learn more about our projects on www.changing-transport.org.

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Content

1	Executive summary	1
2	Transport and the 1.5°C challenge	3
3	What countries submitted: Coverage, credibility and gaps	8
4	Governments' commitments on transport	12
4.1	Transport GHG mitigation targets	12
4.2	Non-GHG transport targets	19
5	How countries plan to reduce transport emissions	21
5.1	Strong focus on e-mobility and efficiency	21
5.1.1	Energy efficiency	21
5.1.2	Alternative fuels	22
5.1.3	E-mobility	24
5.2	The missing pillars: Avoid and Shift	26
5.2.1	Land use and transport planning	27
5.2.2	Financial measures	28
5.2.3	Active transport	28
5.2.4	Public transport	30
5.2.5	Railways	32
5.3	Blind spots in NDCs.....	33
5.3.1	Freight transport.....	33
5.3.2	Informal transport	37
5.3.3	Aviation and maritime transport.....	38
6	Adapting transport systems to climate impacts	40
6.1	Adaptation targets.....	40
6.2	Adaptation actions	42
7	Transport financing needs	46
8	NDCs and transport: A missed chance for 1.5°C?	50
9	Sources	52
10	Annexes	55
10.1	Transport GHG emission mitigation targets in third-generation NDCs.....	55
10.2	Transport adaptation targets in third-generation NDCs.....	57

List of Tables

Table 1: Top 10 Transport GHG Emitters.....	9
Table 2: Non-GHG transport targets in third-generation NDCs.....	19
Table 3: Examples of non-GHG transport targets	20
Table 4: Examples of transport adaptation targets	41
Table 5: Transport actions by adaptation categories	44

List of Figures

Figure 1: GHG and transport emissions in 2024 covered by third-generation NDCs.....	8
Figure 2: Share and number of countries with a third-generation NDC per region.....	10
Figure 3: Share and number of countries with a third-generation NDC per country income group	10
Figure 4: Transport targets on mitigation across NDC generations.	12
Figure 5: World map of countries with transport targets	13
Figure 6: Conditionality of GHG mitigation targets for transport.....	17
Figure 7: Countries by target year for transport emission reductions in NDCs	17
Figure 8: Third-generation NDCs with net-zero targets.....	18
Figure 9: Share of NDCs with transport mitigation actions	21
Figure 10: Average transport actions to mitigate emissions per NDC generation.....	21
Figure 11: Alternative fuel actions compared to other actions	22
Figure 12: Electrification actions compared to other mitigation actions	25
Figure 13: Actions' association by Avoid-Shift-Improve	27
Figure 14: Transport activities referenced in transport actions.....	34
Figure 15: Representation of freight in third-generation NDCs.....	36
Figure 16: Conditionality of transport adaptation targets	42
Figure 17: Transport adaptation per NDC generation	43
Figure 18: Transport adaptation actions across NDC generations	43

List of Boxes

Box 1: Definition of NDC generations, targets and actions.....	6
Box 2: Declaration on Low-Emission Transport at COP30.....	14
Box 3: Active transport in NDCs by Partnership for Active Travel and Health (PATH).....	29
Box 4: Public transport in NDCs by International Association of Public Transport (UITP).....	31
Box 5: Railways in NDCs by International Union of Railways (UIC)	33
Box 6: Informal transport in NDCs by the Global Network for Popular Transportation (GNPT)	38

List of Acronyms and Abbreviations

AI	Artificial intelligence
BMUKN	German Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety
BRT	Bus rapid transit
CAD	Canadian dollar
CAF bank	<i>Corporación Andina de Fomento</i> , Development Bank of Latin America and the Caribbean
CO ₂	Carbon dioxide
COP	Conference of the Parties
EDGAR	Emissions Database for Global Atmospheric Research
FIA	<i>Fédération Internationale de l'Automobile</i> , International Automobile Federation
GHG	Greenhouse gas
GIS	Geographic information system
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GNPT	Global Network for Popular Transportation
GST	Global stocktake
ICAO	International Civil Aviation Organization
ICE	Internal combustion engine
IEA	International Energy Agency
IKI	International Climate Initiative
IMO	International Maritime Organization
INDC	Intended Nationally Determined Contribution
IPCC	Intergovernmental Panel on Climate Change
LLMs	Large Language Models
LNG	Liquefied natural gas
LPG	Liquefied petroleum gas
LTS/ LT-LEDS	Long-term low greenhouse gas emission development strategies
MEPC 80	Maritime Environment Protection Committee
NAP	National Adaptation Plan
NDC	Nationally determined contributions
NUMP	National Urban Mobility Policy and Investment Programme
PATH	Partnership for Active Travel and Health
SAF	Sustainable aviation fuels
SDG	Sustainable Development Goal

SGD	Singapore dollar
SUMP	Sustainable Urban Mobility Plan
UIC	<i>Union Internationale des Chemins de fer</i> ; International union of railways
UITP	<i>Union Internationale des Transports Publics</i> ; International Association of Public Transport
UNFCCC	United Nations Framework Convention on Climate Change
USD	United States dollar

1 Executive summary

Transport: the fastest-growing climate problem

Transport plays a central role in global efforts to limit warming to 1.5°C, yet it remains one of the most challenging sectors to decarbonise. Emissions from transport continue to grow, driven by rising demand, fossil fuel-dependent systems and slow structural change. The assessment of third generation of Nationally Determined Contributions (NDCs) shows whether countries are responding to this challenge with sufficient ambition and depth.

Gap to 1.5°C is widening

This report finds that attention to transport in NDCs is increasing, but that current ambition remains misaligned with a 1.5°C pathway. The third-generation NDCs fall far short of this trajectory, with their aggregate ambition instead pointing towards global warming of 2.3–2.5°C by the end of the century. Compared to previous NDC generations, more countries now explicitly reference transport, set sector-specific targets or outline adaptation and mitigation actions. This reflects growing recognition of transport as a key sector. However, most commitments remain incremental and are largely based on existing policy trajectories, rather than signalling the system-level transformation required to achieve deep and sustained emissions reductions.

Progress on transport ambition but not comprehensive enough

Transport-specific mitigation targets remain limited. Where targets are included, they are often slowing down emission growth, rather than aiming for absolute emissions reductions. Many targets are conditional on international financial and technical support, underscoring persistent gaps in implementation capacity.

The analysis of transport actions reveals a large bet on technology-led solutions. Electrification of road transport, improvements in vehicle efficiency and the deployment of alternative fuels feature prominently across NDCs. While these measures are important, their dominance highlights a persistent imbalance. Policies aimed at reducing transport demand and shifting travel towards more efficient modes are essential, such as public transport, active mobility and integrated land-use planning, remain underrepresented and lack scale.

Blind spots continue in freight and other subsectors

Significant gaps persist across transport modes and regions. Freight transport, informal transport, aviation and shipping are often overlooked. At the same time, future growth in transport emissions is expected to be concentrated in low- and middle-income countries, where capacity constraints and financing needs are most acute. Without stronger international support, these gaps risk widening over time.

Transport needs to get ready for climate impacts

While references to transport adaptation have increased since second-generation NDCs, resilience remains a secondary priority in most NDCs. At least, more countries than ever before have started to submit National Adaptation Plans (NAPs) to the UNFCCC since 2023. Adaptation measures in NDCs are descriptive and lack quantified targets and mode-tailored solutions, despite increasing

exposure of transport systems to climate-related risks. Insufficient attention to adaptation and resilience threatens infrastructure performance, service continuity and equitable access to mobility, particularly for vulnerable populations.

Moving forward, but not fast enough – A missed opportunity

Overall, third-generation NDCs signal progress in recognising the importance of transport for climate action but fall short of the ambition required for 1.5°C alignment. Closing this gap will require future NDCs to move beyond incremental improvements towards systemic transformation. Governments need to set clearer and longer-term transport emissions targets by connecting NDCs and Long-term Low Greenhouse Gas Emission Development Strategies (LT-LEDS), balancing technology deployment with demand reduction and mode shift strategies, addressing underrepresented transport segments and strengthening the integration of adaptation, finance and implementation frameworks. This NDC generation was seen as critical in determining whether transport becomes a driver of decarbonisation. Revisions to the stated ambitions are urgently needed to support achieving the goals of the Paris Agreement.

Looking ahead, the Global Implementation Accelerator and the Belém Mission to 1.5°C, two voluntary cooperative platforms led by Brazil COP30 and Australia COP31 Presidencies, offer a critical opportunity to support countries on implementing mitigation and adaptation actions under NDCs and NAPs, while catalysing dialogue on international cooperation and investment needs.

2 Transport and the 1.5°C challenge

Transport: the fastest-growing climate problem

Transport was the second-largest and fastest-growing sector for greenhouse gas (GHG) emissions, accounting for 15.9% of global GHG emissions in 2024, largely due to its high dependence (95.4% in 2023) on fossil fuels.¹ The Intergovernmental Panel on Climate Change (IPCC) has noted that swift action is essential to align the transport sector with the climate goals of the Paris Agreement on Climate Change. To achieve scenarios that limit global warming to 1.5 degrees Celsius (1.5°C), global transport carbon dioxide (CO₂) emissions must be reduced by at least 59% by 2050 compared to 2020 levels.² Achieving zero-emission transport by 2050 requires a comprehensive paradigm shift that integrates massive technological innovation with deep systemic and behavioural changes while using finance and policy levers to move away from fossil fuels.

Under current policies, transport CO₂ emissions could grow by 19% until 2030 and 30% until 2050, widening the gap for contributions by transport to decarbonisation.³ Ultimately, the consequences of inaction are self-destructive: Extreme weather events, accelerated by climate change, could potentially result in a 98% loss in transport asset value by 2050, the most severe impact of any sector, and the exhaustion of the global carbon budget for a 1.5°C scenario as early as 2032. Beyond the financial toll, disruptions to transport connectivity undermine economic development and social stability.⁴

The need for more ambitious climate action is unfolding at a time of heightened geopolitical tension, domestic challenges in many countries, and increased scrutiny of public spending on climate and sustainability action. In 2024, more than 60 national elections were held worldwide, a record high, with several resulting in the rise of right-wing populist movements that have rolled back domestic climate and sustainability actions in the transport sector.

NDCs are a core mechanism of the Paris Agreement

With the goal of limiting warming to 1.5°C in mind, enhancing climate action on transport in Nationally Determined Contributions (NDCs) is a crucial step to reduce transport GHG emissions and adapt transport systems to the impacts of climate change. In 2025, Parties to the Paris Agreement (hereafter referred to as countries) submitted third-generation NDCs (also referred to as 'NDCs 3.0'; see Box 1 for detailed terminology).

The NDC process is supported by the Global Stocktake (GST), which assesses progress towards the implementation of the Paris Agreement. The first GST concluded in 2023, with subsequent stocktakes to be conducted every five years. Informed by the outcomes of the first GST, countries were expected to strengthen their 2030 targets and introduce new, more ambitious commitments for 2035. The first GST also called on countries to enhance their climate action ambition and NDCs by 'accelerating the reduction of emissions from road transport on a range of pathways, including through the development of infrastructure and the rapid deployment of zero- and low-emission vehicles', as well as by transitioning away from fossil fuels, phasing out inefficient fossil fuel subsidies, and increasing the use of renewables and energy efficiency, among other measures.⁵

A critical window of opportunity

The third-generation NDCs presented a critical window of opportunity that countries could have used to more strongly address transport. This includes setting clear and ambitious targets for zero-

emission vehicles, investing in public transport, rail, walking and cycling, phasing out fossil fuel subsidies, and scaling up access to climate finance, especially for vulnerable regions. It also entails embedding equity and just transition principles into transport policy, ensuring that the benefits of low-carbon transport are widely shared and that no one is left behind.⁶

Research acknowledges that countries are featuring transport-related climate actions beyond the scope of their NDCs. As a result, NDCs do not provide a complete picture of all efforts undertaken by a country. Research by the Asian Transport Observatory, based on 28 countries in the Asia-Pacific region as of October 2025, found that NDCs covered only around 17% of all transport-related climate actions. NDCs can therefore be regarded as policy documents of high-level intent, while more specific actions and strategies are typically set out in other national transport policy documents. Accordingly, while NDCs tend to prioritise renewable energy, electrification, modal shift and biofuels, national policies place greater emphasis on public transport improvements, e-mobility, active transport and vehicle efficiency improvements.⁷ Nevertheless, analysing NDCs provides a strong indicator of ambition. As they are all submitted within a defined time period and follow the same commitment horizon, they offer a valuable opportunity for comparison and stocktaking.

The aim of this report is to assess whether countries used the opportunity to seek transformative climate action in the transport sector. The report outlines the current level of climate ambition in the transport sector in third-generation NDCs and highlights changes and trends compared to previous NDC generations. It examines transport-specific targets and actions, identifies key trends, best practices and critical gaps, and discusses the importance of finance, equity and just transition in relation to the transport sector.

NDC Transport Tracker as a basis

The assessment is based on the [NDC Transport Tracker](#), a database and analytical framework developed by SLOCAT and GIZ, funded by the German Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety (BMUKN). The NDC Transport Tracker captures transport-relevant content in NDCs and Long-term Low Greenhouse Gas Emission Development Strategies (LTS or LT-LEDS) sourced from the UNFCCC NDC Registry and the UNFCCC Long-Term Strategies portal, using a defined set of categories and parameters. Unless explicitly stated otherwise, all insights and figures presented in this report are derived from this dataset.

To support the analysis process and reduce the risk of human error while extracting the data from this large amount of unstructured information, the NDC Transport Tracker has implemented an Artificial Intelligence (AI)-assisted tool that is able to read policy documents, extract policy-relevant quotes and classify them according to pre-defined categories and parameters. The open-source tool⁸ is backed by general-knowledge Large Language Models (LLMs), that are prompted to act as transport policy experts. All results are validated by human experts to ensure the correctness and quality of results. Learn more about the [AI methodology](#) behind the NDC Transport Tracker on our Changing Transport website.

Submissions until 15 January 2026

The assessment of transport in third-generation NDCs is based on NDCs submitted to the UNFCCC up to 15 January 2026. Any NDC submitted since November 2024 is considered a third-generation NDC, regardless of the document title or version number. Where a country submitted more than one third-generation NDC, only the most recent submission is considered. The

assessment does not exclude the submission of the United States, despite its withdrawal from the UNFCCC in January 2026.

Building upon previous analyses

The report builds on previous analyses conducted by GIZ and SLOCAT. Detailed assessments of the first- and second-generation NDCs were carried out in GIZ's [Enhancing Ambition and Transparency in the Next Round of NDCs](#) (2024 publication) and SLOCAT's [Climate Strategies for Transport: An Analysis of Nationally Determined Contributions and Long-Term Strategies](#) (2022 publication). Initial insights on third-generation NDCs, based on submissions as of 16 May 2025, were published by GIZ and SLOCAT in [Transport in the new NDCs 3.0](#). SLOCAT subsequently published the [Spotlight on Transport Ambition in NDCs 3.0](#) (submissions as of August 2025) as part of the Transport, Climate and Sustainability Global Status Report – 4th Edition, followed by an [assessment of transport in NDCs against the Five-Point Plan and the GST](#) (submissions as of 3 November 2025).

Consultations for mode-specific insights

The NDC Transport Tracker aims to provide a comprehensive picture of transport. However, transport is a complex sector characterised by different activities (passenger and freight transport), multiple modes (including cycling, informal transport, public transport, rail and walking) and diverse geographic contexts (national transport and urban transport, but also islands and landlocked countries with their needs). Each of these characteristics has distinct needs and policy approaches.

To ensure a comprehensive assessment while avoiding the loss of detail associated with a high-level analysis of transport in NDCs, experts specialising in mode-specific NDC assessments were consulted. These include:

- Global Network for Popular Transportation (GNPT) for informal transport,
- Partnership for Active Travel and Health (PATH) for walking and cycling,
- International Union of Railways (UIC) for railways,
- International Association of Public Transport (UITP) for public transport.

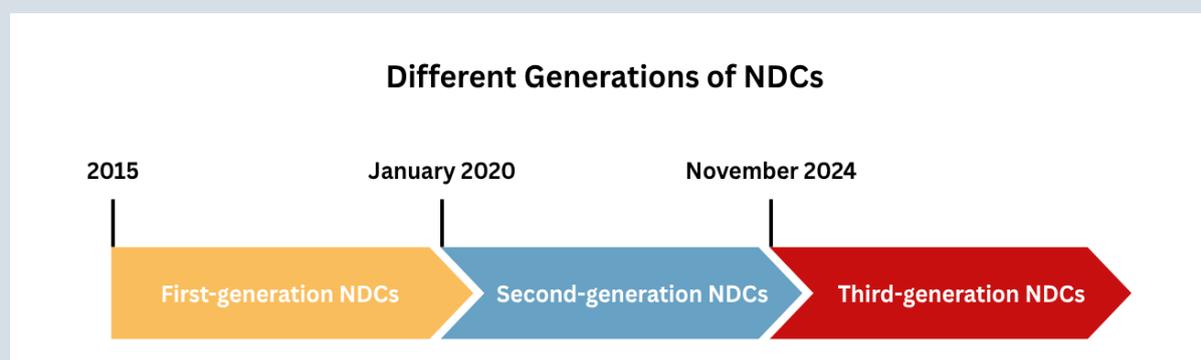
Their mode-focused assessments are featured in boxes throughout Chapter 5 'How countries plan to reduce transport emissions'. Insights from these assessments may differ from the findings of the NDC Transport Tracker due to the use of different typologies and cut-off dates. Where possible, the relevant cut-off date of the specific assessment is indicated.

Box 1: Definition of NDC generations, targets and actions

Nationally Determined Contributions (NDCs): Under the Paris Agreement on Climate Change, Parties (countries) to the United Nations Framework Convention on Climate Change (UNFCCC) are required to submit NDCs outlining their specific targets and actions to reduce emissions and to adapt to the impacts of climate change. NDCs communicate planned mitigation and adaptation actions, including plans to achieve resilient, low-carbon transport systems. NDCs are submitted in five-year cycles. While second-generation NDCs largely set out actions up to 2030, third-generation NDCs, due in 2025, were expected to strengthen 2030 targets and actions and to introduce additional ambition and content towards 2035. To ensure progress over time, each successive NDC is required to be more ambitious than the previous one. Strengthening NDCs is therefore essential to achieving the goals of the Paris Agreement.

Our definition of NDC generations:

- **Third-generation NDCs:** Any submissions since November 2024 are regarded as third-generation NDCs, also referred to as NDCs 3.0 or third-round NDCs.
- **Second-generation NDCs:** Any NDC submissions between January 2020 and October 2024.
- **First-generation NDCs:** Any NDC submissions mostly up to December 2019, once a country ratified the Paris Agreement, their Intended Nationally Determined Contributions (INDCs) formally became their NDC.



Target: A target is a timebound quantifiable goal or commitment. It usually provides a benchmark for measuring progress but does not necessarily specify how the goal will be achieved. In the NDC Transport Tracker, both economy-wide and transport sector-specific targets are captured and categorised as either GHG mitigation targets or non-GHG targets. These target types are defined as:

- **Transport GHG mitigation targets** (Section 4.1) cover any NDC content in which a country expresses a quantifiable commitment to reducing transport GHG emissions by a specific year.

Example: Sierra Leone's NDC commits to reducing transport GHG emissions by 16.2% below business-as-usual levels by 2035.

- **Non-GHG mitigation targets** (Section 4.2) include any targets that do not directly express a commitment to reduce emissions.

Example: The Republic of Korea's NDC commits to increasing the share of electric vehicles in new passenger car sales to 40% by 2030 and 70% by 2035.

In terms of intensity and importance, a transport GHG mitigation target is regarded as more important, because it allows to understand the ambition level by the country. Sectoral targets in NDCs create more leverage to implement transport actions than a NDC with envisioned measures.

Mitigation action: A mitigation action is linked to the reduction of GHG. While a target defines the objective of mitigation efforts, a mitigation measure represents the pathway to achieve that objective.

Example: Reduction of unnecessary motorised trips through city planning

Adaptation action: An adaptation action aims at reducing vulnerability or increasing resilience to climate impacts. Similar to mitigation actions, adaptation actions describe pathways, but they focus on coping with and responding to the impacts of climate change rather than reducing emissions.

Example: Use of climate-resilient materials in road construction.

Conditionality: When a target or action is indicated as unconditional in an NDC, a country commits to pursuing it without international support. In contrast, conditional targets or actions depend on international support, such as financial assistance, capacity building or technology transfer.

3 What countries submitted: Coverage, credibility and gaps

Third-generation NDCs were submitted late

As of 15 January 2026, a total of 110 third-generation NDCs had been submitted by 137 Parties to the UNFCCC. The European Union submission represents all 27 member states. These 110 NDCs cover 137 (70%) of the 195 Parties to the Paris Agreement.

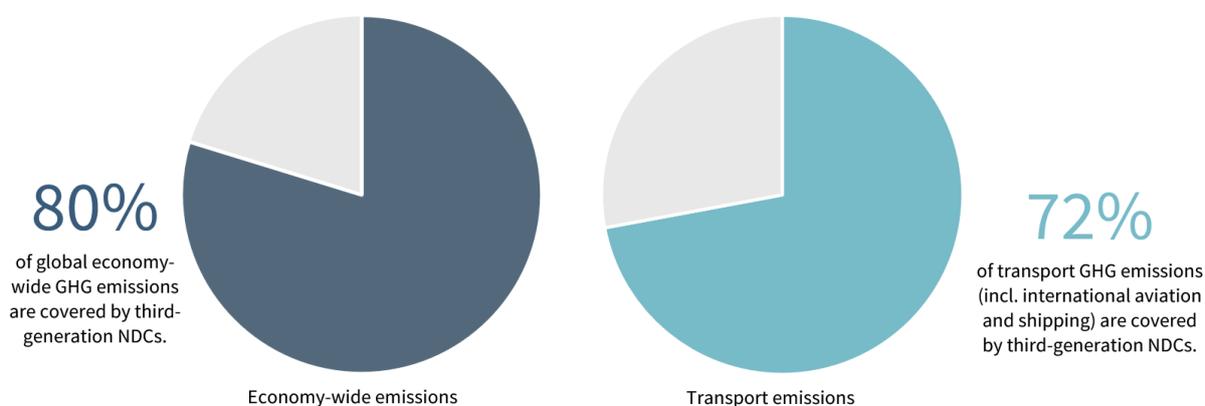
By comparison, 169 first-generation NDCs and 154 second-generation NDCs were submitted in earlier cycles. The first third-generation NDC was submitted by the United Arab Emirates, which at the time served as the COP28 Presidency, on 6 November 2024. The most recent submission at the time of writing is by Samoa on 14 January 2026.

Third-generation NDC submissions are significantly delayed. As of January 2026, around one third of countries have yet to submit a third-generation NDC. In total, 95% of the Parties to the Paris Agreement missed the original deadline of 10 February 2025. By the end of the extended deadline in September 2025, 64 third-generation NDCs had been submitted. The highest number of submissions occurred in September, with 34 third-generation NDCs submitted in a single month. These submissions were largely made to meet the extended UNFCCC deadline for the NDC Synthesis Report. On 1 December 2025, the milestone of 100 third-generation NDC submissions was reached.

The amount of GHG emissions covered by the NDCs

The third-generation NDCs submitted as of 15 January 2026 cover almost 42.1 gigatonnes of CO₂ equivalent, representing around 80% of global GHG emissions in 2024. In the transport sector, GHG emissions amounted to 8.42 gigatonnes of CO₂ equivalent (including international aviation and shipping) in the same year. The third-generation NDC submissions cover approximately 6 gigatonnes of transport CO₂ equivalent emissions, or 72% of total transport emissions in 2024.⁹

Figure 1: GHG and transport emissions in 2024 covered by third-generation NDCs¹⁰



Eight of the ten largest transport emitters have submitted their NDCs

Of the top 10 transport emitters all except India and Iran have submitted third-generation NDCs (see Table 1). India's most recent submission dates from August 2022. Iran has signed but not ratified the Paris Agreement and submitted an Intended Nationally Determined Contribution (INDC) in November 2015. The withdrawal of the United States from the Paris Agreement in January 2026 (not reflected in this assessment), will have severe implications for collective progress towards transport decarbonisation, as the country is by far the largest emitter of transport GHG emissions worldwide.

Transport is the largest or second-largest source of emissions in the majority of countries that have yet to submit their third-generation NDCs. Strong ambition in the transport sector will be key to achieving national emission reductions and to stay within the Paris Agreement goals.

Table 1: Top 10 Transport GHG Emitters¹¹

Country	Transport GHG emissions (Mt CO ₂ e, 2024)	Total economy-wide GHG emissions (Mt CO ₂ e, 2024)	Transport share of total emissions (%)	Rank of transport emissions by sector
United States	1,702.8	5,912.6	29%	largest
China	957.4	15,536.1	6%	fifth-largest
European Union	791.3	3,164.7	25%	largest
India	354.2	4,371.2	8%	fourth-largest
Russian Federation	291.3	2,575.7	11%	fourth-largest
Brazil	223.7	1,299.2	17%	second-largest
Japan	177.2	1,063.3	17%	second-largest
Canada	168.9	768.1	22%	second-largest
Indonesia	154.4	1,323.8	12%	fourth-largest
Iran	153.3	1,054.8	15%	fourth-largest

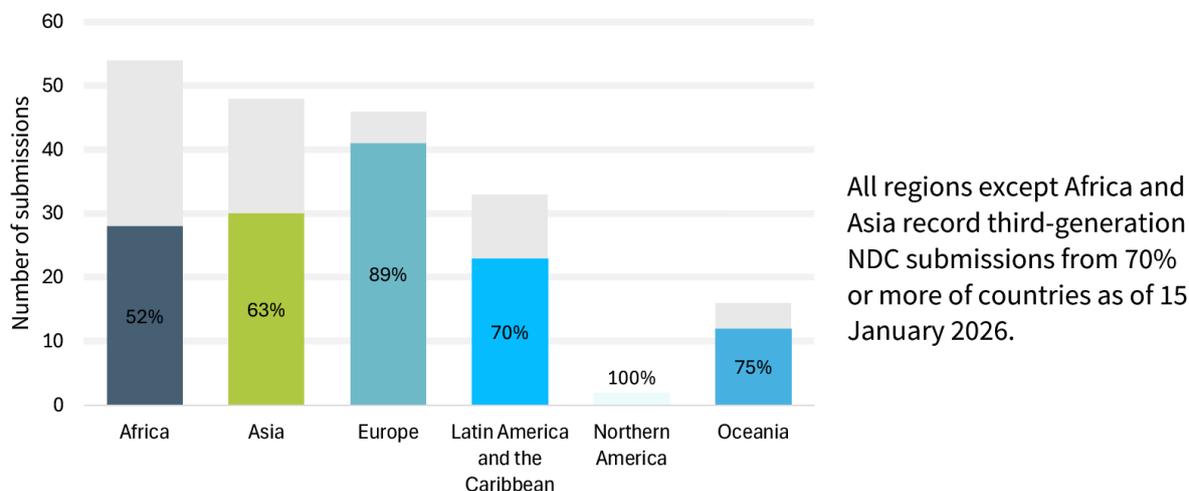
Countries from all regions submitted NDCs

All regions except Africa and Asia record third-generation NDC submissions from 70% or more of countries as of 15 January 2026. Submissions are made by 89% of European countries, 75% of Oceanian countries and 70% of countries in Latin America and the Caribbean (Figure 2). The high share in Europe is largely explained by the European Union submission, which represents all 27 Member States. Canada and the United States are the only two countries representing North America, thus reflecting 100%.

In absolute terms, the largest number of submissions comes from Asia (30 NDCs), followed closely by Africa (28 NDCs). In the initial months, regional NDC submissions are relatively evenly distributed. Countries in Latin America and the Caribbean were among the first to submit their

NDCs, possibly in anticipation of the COP hosted in the region. From October 2025 onwards, a marked increase in submissions by countries in Asia and Oceania was observed.

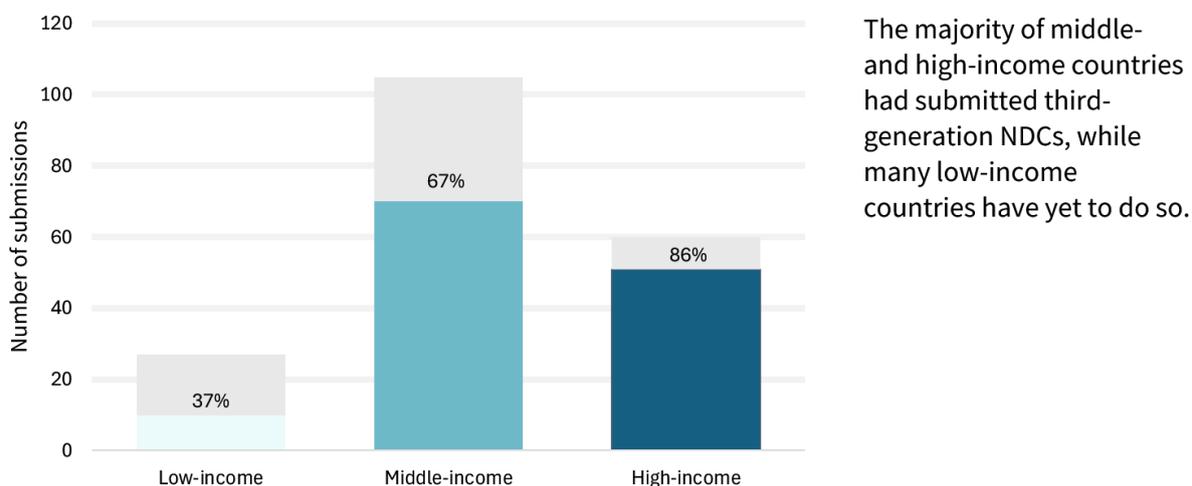
Figure 2: Share and number of countries with a third-generation NDC per region



Significant disparities among country income groups

The majority of middle- and high-income countries had submitted third-generation NDCs, while many low-income countries have yet to do so (Figure 3). As of 15 January 2026, 67% of middle-income countries and 86% of high-income countries had submitted third-generation NDCs. In contrast, only 10 low-income countries had submitted a third-generation NDC, representing 37% of all low-income countries¹.

Figure 3: Share and number of countries with a third-generation NDC per country income group



Compared with previous NDC generations, the number of submissions by high-income countries remained similar (56 third-generation NDCs compared vs. 59 second-generation NDCs).

¹ Ethiopia was still classified as a low-income country despite temporary status of unclassification for 2025-26. Vatican State was included as a high-income country even though missing from official classifications. Source: World Bank (2026), World Bank Country and Lending Groups, <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

Submissions by middle-income countries were lower (70 third-generation NDCs vs. 97 second-generation NDCs). The largest gap is observed among low-income countries, where only 10 third-generation NDCs are submitted, less than half of the 23 second-generation NDCs submitted by low-income countries.

9 of the 10 third-generation NDCs by low-income countries include actions to mitigate emissions from the transport sector and to adapt the sector to climate change. These are from Burkina Faso, Burundi, Ethiopia, Liberia, Niue, Rwanda, Sierra Leone, Somalia and Yemen. Mozambique's third-generation NDC does not feature any kind of sectoral climate actions. Further, 8 third-generation NDCs from low-income countries (all except Mozambique and Niue) feature actions on electrification as well vehicle efficiency measures, indicating a strong focus on improving and transitioning road vehicles.

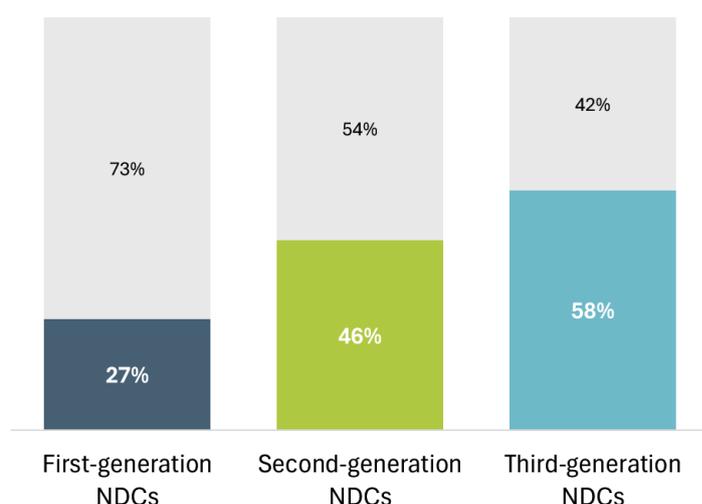
The low share of submissions from low-income countries suggests that these countries may require additional technical support to update their climate action plans. NDCs from low- and middle-income countries are particularly important, as future transport demand growth and transport infrastructure as well system developments are projected to occur primarily within these income groups.

4 Governments' commitments on transport

4.1 Transport GHG mitigation targets

Significant progress has been made in transport target setting across the three generations of NDCs. Nearly three out of five NDCs now feature transport targets. Transport targets of all types, including non-GHG targets, are included in 58% of third-generation NDCs (Figure 4). This compares with 27% of first-generation NDCs and 46% of second-generation NDCs, indicating a continued expansion in the scope of transport-related commitments across successive NDC generations.

Figure 4: Transport targets on mitigation across NDC generations.



Significant progress has been made in transport target setting across the three generations of NDCs. Transport targets of all types are included in 58% of third-generation NDCs.

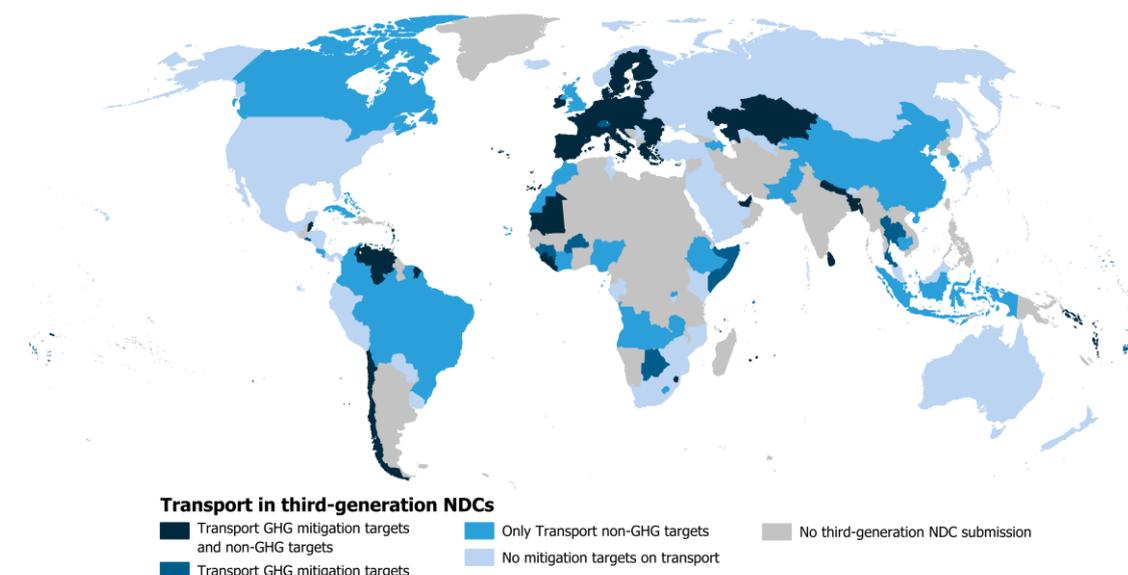
More NDCs than ever feature transport GHG mitigation targets

Of the third-generation NDCs submitted as of January 2026, 29% (32 NDCs) include explicit targets to mitigate transport GHG emissions (see Annex 10.1 for a complete list of NDCs). This development is a positive increase compared with first-generation NDCs, of which only 11% (18 NDCs) featured such targets, and second-generation NDCs, where the share was 19% (28 NDCs).

Figure 5 shows all countries that submitted third-generation NDCs with such a target. Despite accounting for only 6% of global transport GHG emissions in 2024, African countries provide 30% of the third-generation NDCs with transport GHG mitigation targets. The regional distribution closely mirrors that of the first- and second-generation NDCs, where African countries also accounted for around one third of NDCs featuring such targets.

10 African countries (Botswana, Burkina Faso, Eswatini, Guinea, Liberia, Mauritania, Mauritius, Seychelles, Sierra Leone and Somalia) have set transport GHG mitigation targets. A further 7 targets of this type are contributed by countries in Oceania (Fiji, the Marshall Islands, Nauru, Solomon Islands, Samoa, Tonga and Vanuatu). 6 targets came from Asia (Bangladesh, Kazakhstan, Nepal, Sri Lanka, Thailand and the United Arab Emirates) and Latin America and the Caribbean are represented by 5 countries (Belize, Chile, El Salvador, Saint Lucia and Venezuela). The 4 NDCs from Europe (Andorra, the European Union, the Republic of Moldova and Switzerland) cover nearly the entire European region.

Figure 5: World map of countries with transport targets



Legal disclaimer: Country borders or names do not necessarily reflect the GIZ official position. This map is for illustrative purposes and does not imply any opinion on the part of the GIZ, concerning the legal status of any country or territory or concerning the delimitation of frontiers or boundaries.

Twelve new countries set transport GHG mitigation targets

19 countries and the European Union maintained their transport GHG mitigation commitments from their second generation of NDCs and reiterate them in their third-generation submission. 12 new countries introduce transport GHG mitigation targets in their third-generation NDCs. These new entrants were Chile, Eswatini, Kazakhstan, the Marshall Islands, Nauru, Nepal, the Republic of Moldova, Saint Lucia, Sierra Leone, the Solomon Islands, Switzerland and Thailand.

8 countries (Dominica, Egypt, Gambia, Georgia, Grenada, Israel, South Sudan and Uganda) that include a transport GHG mitigation target in their second-generation NDCs have not yet submitted a third-generation NDC. This suggests that the total number of NDCs with transport GHG mitigation targets may increase further in the coming months.

Japan is the only country with a third-generation NDC that does not repeat a previously stated transport GHG mitigation target. Its latest NDC does not include any sector-specific content or targets. Japan is a major transport emitter and had been the only G20 member besides the European Union with a transport GHG mitigation target in its second-generation NDC.

This positive increase in NDCs with transport GHG mitigation targets is further reinforced by a new global effort initiated at COP30 under the leadership of Chile and endorsed by 11 countries in total. The group of countries committed to cutting transport energy demand by 25% by 2035 and accelerating the shift towards renewable, low-emission and more resilient transport systems (see Box 2).

Box 2: Declaration on Low-Emission Transport at COP30¹²

At COP30 in Belém, Brazil, Chile launched a declaration to advance resilient and low-emission transport systems. The declaration was endorsed by Austria, Brazil, Colombia, Costa Rica, the Dominican Republic, Honduras, Norway, Portugal, Slovenia and Spain, reflecting a strong and diverse coalition committed to accelerating the transition towards resilient, low-emission mobility. The initiative sets a global ambition to reduce transport sector energy demand by 25% by 2035, with one-third of this energy supplied by renewable sources and/or sustainable biofuels. This global effort aligns with the International Energy Agency's (IEA) assessments and supports the implementation of the UN Decade of Sustainable Transport in advancing transport decarbonisation.



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Ambition leaves room for improvement

Despite this progress, the ambition of targets could be further improved. At least six countries set their targets against a business-as-usual scenario, which in many cases implies continued growth in transport emissions. While this is not necessarily true for all business-as-usual targets and depends on their ambition level, such commitments often only slow emissions growth rather than deliver effective transport decarbonisation. This is particularly the case for emerging economies, where transport activity is expected to significantly increase in the near term.

In general, emission reduction targets defined against a base year are more effective, especially for countries that are major transport emitters. Among countries with transport GHG mitigation targets, 9 have set targets against a base year that would result in absolute reductions in transport emissions: Chile, the European Union, the Marshall Islands (with a focus on domestic shipping), Moldova, Mauritius, Saint Lucia, Samoa Switzerland, Thailand, Tonga and the United Arab Emirates. These countries use transport GHG emission levels from 1990, 2006, 2010, 2016, 2019 or 2020 as their respective base years.

The ambitions of Moldova, Switzerland and Thailand stand out:

- Moldova targets a 52% reduction below 1990 levels by 2035.
- Switzerland aims to reduce transport GHG emissions by 41% compared with 1990 levels by 2035, further 57% reduction by 2040 and to achieve full decarbonisation by 2050.
- Thailand commits to reduce 22.6 million tonnes of CO₂ equivalent compared to 2019 levels by 2035, which represents a quarter of their annual transport GHG emissions.

In several countries, emission reduction commitments do not cover the entire transport sector and are instead limited to specific sub-sectors, such as land transport, maritime transport or aviation. Examples include:

- the European Union only focusing on road transport.
- the Marshall Islands and Nauru, with a focus on shipping.
- Seychelles, targeting gasoline vehicles.
- Solomon Islands, covering land transport and shipping.
- Venezuela, focusing on maritime transport and airport ground operations.

Transport NDC commitments still fall short of Paris Agreement

Overall, the third-generation NDCs show an increase in ambition to reduce GHG emissions. The UNFCCC 2025 NDC Synthesis Report, released in October 2025, highlights that third-generation NDCs represent a positive development in terms of quality, credibility and coverage. The report estimates that the updated NDCs reduce economy-wide GHG emissions by 6% more by 2030 and by 17% more by 2035 compared to the ambition reflected in previous NDCs. Ultimately, the commitments in place as of October 2025 are projected to result in GHG emissions reductions of 12% below 2019 levels by 2035.¹³

However, this falls well short of what is required. According to the UN Environment Programme's Emissions Gap Report 2025, economy-wide GHG emissions must be reduced by 26% by 2030 and 46% by 2035, relative to 2019 levels, to limit global warming to 1.5°C with limited overshoot².¹⁴ For the transport sector, the IPCC's Sixth Assessment Report indicates that emission reductions of at least 28% below 2019 levels are required by 2035.¹⁵

As a result, current ambition levels, even if fully implemented, would still place the world on a trajectory of approximately 2.3–2.5°C of warming by the end of the century. This represents an improvement compared with previous NDC generations, which were associated with warming projections of around 2.6–2.8°C, but remains far from alignment with the Paris Agreement goals.¹⁶

It is difficult to assess the extent to which ambition for GHG reductions in the transport sector has increased between the second- and third-generation NDCs. This is due to the use of new baselines, extended target years (2035 instead of 2030) and, in some cases, changes in the target-setting approach.

A limited number of NDCs allow for a direct comparison between generations and many of these targets show very incremental steps, if any enhanced ambition at all:

² The UN Environment Programme Emissions Gap Report 2025 looks at a scenario limiting overshoot to about 0.3°C, with a 66% chance of returning to 1.5°C by 2100. The report explains that overshoot is defined “as a temporary exceedance of a specified global warming level, followed by a decline to or below that level within a specified time period“. For more details, read Box 4.3 in the Emissions Gap Report: <https://www.unep.org/resources/emissions-gap-report-2025>

- Andorra maintains both its level of ambition and target year.
- Belize increases its 2030 target (from 117 gigagrams of CO₂ equivalent avoided to 127 gigagrams of CO₂ equivalent avoided) and added a new 2035 target (312 gigagrams of CO₂ equivalent avoided).
- Burkina Faso extends its target time horizon to 2050.
- Liberia shifts from a target of a 15.1% reduction below business-as-usual levels by 2030 to a 15% reduction below business-as-usual levels by 2035.
- Seychelles extends its 2030 target from the second-generation NDC to 2035.
- Sri Lanka increases its ambition from a 4% reduction below business-as-usual levels by 2030 to a 4.8% reduction below business-as-usual levels by 2035.
- United Arab Emirates changes its target approach from a business-as-usual scenario (14% below business-as-usual levels by 2030) to a base-year target (20% below 2019 levels by 2035)

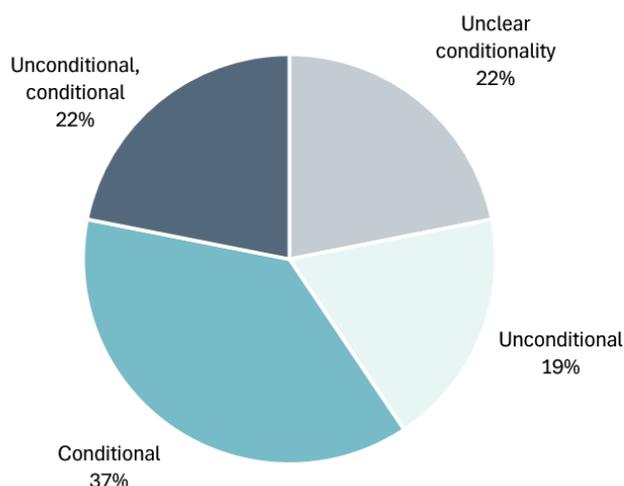
Among the examples above, Belize and the United Arab Emirates demonstrate a significant enhancement of their transport GHG mitigation targets in their most recent NDCs. Belize strengthened its 2030 target and introduced a new 2035 target with a substantially higher volume of CO₂ emissions avoided. The United Arab Emirates shifted its target from a business-as-usual scenario to a base-year target. Emission reductions based on base-year levels generally reflect stronger ambition than those set against business-as-usual scenarios.

Achieving transport targets depends on international support

Transport GHG mitigation targets rely heavily on international support in the form of finance and technical assistance, as the majority of these targets are conditional. Of the 32 third-generation NDCs that included transport GHG mitigation targets as of 15 January 2026, 6 NDCs (19%) contain only unconditional targets, 12 include only conditional targets (37%), 7 combine unconditional and conditional targets (22%), and 7 have unclear conditions (22%) (see Figure 6).

58% of NDCs with transport GHG mitigation targets are dependent on international support to achieve their ambitions. Expressing conditional targets provides an important opportunity for low- and middle-income countries to mobilise international support. The more clearly countries outline their needs and associated investment plans for international assistance, the greater the likelihood that these can be taken up and translated into bankable projects. But, this poses a great risk: if international finance does not materialise at scale, many of the more ambitious mitigation pathways with a conditional component in the transport sector may remain unfulfilled.

Figure 6: Conditionality of GHG mitigation targets for transport



Transport GHG mitigation targets rely heavily on international support in the form of finance and technical assistance, as the majority of these targets are conditional.

Limited time horizon of NDCs

Although third-generation NDCs are expected to use 2035 as their time horizon, 5 countries (Andorra, Botswana, Chile, Moldova and Venezuela) use 2030 as the target year for mitigating transport emissions in their third-generation NDCs. On the other hand, 21 countries and the European Union set 2035 as a target year, and 5 countries set 2050 (Figure 7).

The few examples of NDCs that missed to expand the time horizon to 2035 indicate that they may face capacity constraints when planning further into the future. In addition, significant gaps remain in the submission of LT-LEDS, which typically have a time horizon to 2050. As of 15 January 2026, only 80 LT-LEDS had been submitted to the UNFCCC, with low-income countries again being underrepresented. The COP30 outcome document, the Belém Political Package, urged countries that have not yet done so to submit a LT-LEDS as soon as possible.¹⁷

Figure 7: Countries by target year for transport emission reductions in NDCs

2030	2035	2050
Andorra, Botswana, Chile, Moldova, Venezuela	Bangladesh, Belize, El Salvador, Eswatini, European Union, Fiji, Guinea, Kazakhstan, Liberia, Mauritania, Mauritius, Nepal, Saint Lucia, Samoa, Seychelles, Sierra Leone, Solomon Islands, Somalia, Sri Lanka, Thailand, Tonga, United Arab Emirates	Burkina Faso, Marshall Islands, Nauru, Switzerland, Vanuatu

Many net-zero pledges – outside the NDC context

The challenge of time horizons is also reflected in the limited number of net-zero targets in third-generation NDCs. Achieving the Paris Agreement's 1.5°C goal largely depends on reaching net-zero GHG emissions by 2050.

Transport is among the top emitting sectors in most countries. Thus, countries that aim to reach net-zero emissions by mid-century implicitly signal that the transport sector will also need to achieve net-zero emissions by 2050.

As of January 2026, 36 third-generation NDCs (33% of all submissions) include references to net-zero targets for economy-wide GHG emissions. Among these, 13 high-income countries and the European Union express net-zero commitments in their latest NDCs. These include Australia, Canada, Chile, Costa Rica, the European Union, Japan, Liechtenstein, Monaco, New Zealand, the Republic of Korea, the Russian Federation, Seychelles, Switzerland and the United Kingdom. Most of these NDCs (31 NDCs) aim for net-zero emissions by 2050. Türkiye aims for 2053 while Indonesia, Kazakhstan, Nigeria and Russian Federation target 2060 (Figure 8). Only two low-income countries, Rwanda and Sierra Leone, feature net-zero targets in their third-generation NDCs.

Figure 8: Third-generation NDCs with net-zero targets

2050	2053	2060
Australia, Belize, Cambodia, Canada, Chile, Colombia, Costa Rica, European Union, Fiji, Japan, Jordan, Kyrgyzstan, Lebanon, Liechtenstein, Mexico, Monaco, Nepal, New Zealand, Nigeria, Peru, Republic of Korea, Republic of Moldova, Rwanda, Seychelles, Sierra Leone, South Africa, Switzerland, Thailand, Tuvalu, Ukraine, United Kingdom	Türkiye	Indonesia, Kazakhstan, Nigeria, Russian Federation

Beyond the context of NDCs, the Net Zero Tracker indicates that, as of 15 January 2026, net-zero targets have been adopted by 138 countries, 220 subnational governments, 339 cities and 1,285 companies. Country-level targets together cover 74% of global GHG emissions. Since 2020, most new net-zero targets have been set by subnational governments, cities and companies, with targets from these actors increasing threefold between 2020 and 2025.¹⁸ This again highlights the limitations of NDCs in terms of policy coverage. Compared with the Net Zero Tracker, a larger number of countries have adopted net-zero targets than those that explicitly reflect such targets in their NDCs.

However, the transport targets and actions presented in the following chapters indicate that the current level of ambition and effort will not be sufficient to place transport systems in any of these countries on a pathway towards net-zero transport emissions by 2050 or shortly thereafter.

4.2 Non-GHG transport targets

Indirect transport targets refer to any non-GHG targets, which represent important supporting elements. They set quantified commitments that indirectly contribute to reducing transport emissions. 139 non-GHG transport targets are included in third-generation NDCs as of 15 January 2026. The most common types of non-GHG transport targets related to zero-emission vehicles, accounting for 41% of all non-GHG targets, and vehicle efficiency, accounting for 19% (Table 2).

Table 2: Non-GHG transport targets in third-generation NDCs

Non-GHG target category	Amount	Share
Avoid targets <i>(Targets reducing the need for motorised trips)</i>	2	1%
Biofuel targets <i>(Targets on biofuel blending)</i>	16	12%
Infrastructure targets <i>(Targets to develop, expand and/or improve infrastructure)</i>	13	9%
Mode share targets <i>(Targets to increase the share of sustainable transport modes)</i>	17	12%
Renewable energy in transport targets <i>(Targets to increase the use of renewable energy in transport energy demand)</i>	8	6%
Vehicle efficiency targets <i>(Targets to improve the efficiency of vehicles)</i>	26	19%
Zero emission vehicle targets <i>(Targets to increase the zero-emission vehicle fleet)</i>	57	41%

In absolute terms, the 110 third-generation NDCs feature more non-GHG targets than the 154 second-generation NDCs (139 targets vs. 123 targets in second-generation NDCs). This provides another proof that the role of transport has been strengthened in the most recent generation of NDCs. A downside of non-GHG targets is that their contribution to transport decarbonisation is difficult to grasp. Table 3 provides examples of non-GHG transport targets from third-generation NDCs for each category.

Table 3: Examples of non-GHG transport targets

<p>Avoid targets:</p> <p>Canada's NDC highlights the provision of CAD 3 billion per year for active transport and public transport from 2026 onwards.</p>	<p>Biofuel targets:</p> <p>Brazil's NDC commits to increase the share of biofuels in the transport energy matrix by 50% by 2033.</p>
<p>Infrastructure targets:</p> <p>Nepal's NDC commits to build 100 km by 2035 of public transport services in Kathmandu as well as 300 km by 2035 of electrified railways.</p>	<p>Mode share targets:</p> <p>Côte d'Ivoire's NDC targets to achieve a 10% share of motorised journeys undertaken by low-carbon public transport by 2035.</p>
<p>Renewable energy in transport targets:</p> <p>Bangladesh's NDC plans to implement solar-equipped railway stations on at least 30% of railway-owned vacant land by 2035.</p>	<p>Vehicle efficiency targets:</p> <p>The Solomon Islands' NDC aims to improve the maritime transport fleet by 2035 through the deployment of 6,700 four-stroke or electric outboard motors, six green boats and vessels, energy efficiency improvements for 60 vessels, 7,500 vehicles with higher fuel efficiency and training of 100 vessel operators in energy efficiency.</p>
<p>Zero emission vehicle targets:</p> <p>United Kingdom's NDC commits to achieve zero-emission vehicle sales of 80% for cars and 70% for vans by 2030, increasing to 100% for both by 2035.</p>	

Focus shift from mode share to zero-emission vehicles

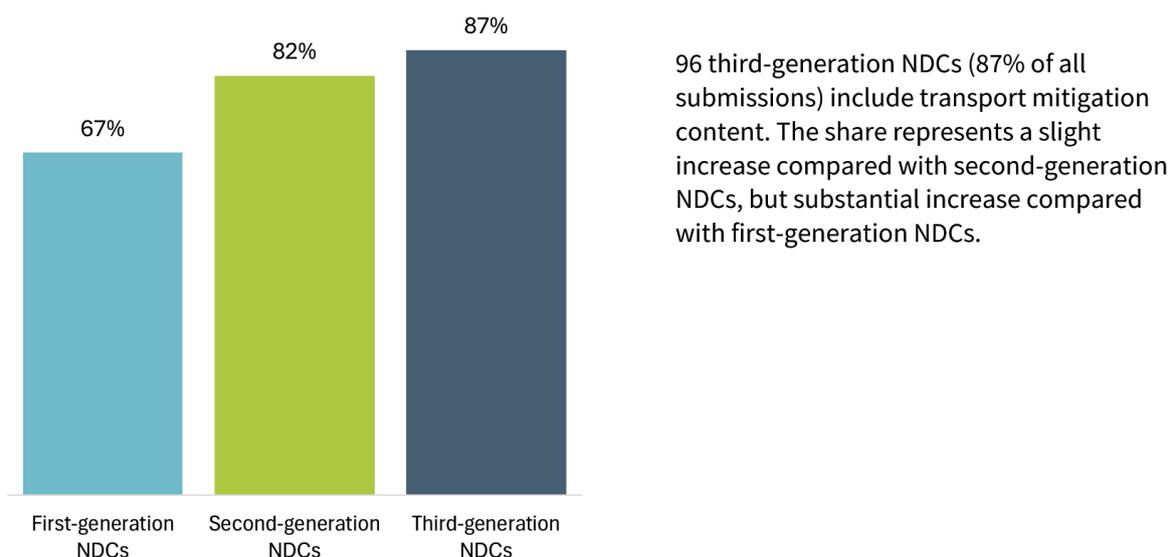
A significant shift occurred across the NDC generations: While mode share targets represented the second-largest category (28% of targets) after vehicle efficiency targets (31%) in first-generation NDCs, the share declined to 10% in second-generation NDCs and barely increased to 12% in third-generation NDCs. The attention moved to electric mobility and zero-emission vehicles. The share of zero-emission vehicle targets increased from 14% (first generation) to 40% (second-generation) and reached 41% in third-generation NDCs.

Conditional non-GHG targets typically relate to large-scale transitions, such as the electrification of public transport fleets, the deployment of charging infrastructure or the development of alternative energy sources (e.g., hydrogen and renewable energy). Unconditional commitments, by contrast, are often linked to ongoing policy measures, including fuel economy standards, the promotion of active transport or enhancement of biofuel blending.

5 How countries plan to reduce transport emissions

As of 15 January 2026, 96 third-generation NDCs (87% of all submissions) include transport mitigation actions (Figure 9). This reflects the critical role of transport in national climate action. The share represents a slight increase compared with second-generation NDCs, where 82% included transport mitigation measures, and a substantial increase compared with first-generation NDCs, at 67%.

Figure 9: Share of NDCs with transport mitigation actions



On average, 9.2 mitigation actions were identified per NDC, amounting to 1,018 actions in total (Figure 10). This represents an increase compared with second-generation NDCs, which featured an average of 5.8 actions per NDC. However, this increase does not necessarily reflect greater depth or ambition. The level of detail, specificity and ambition of transport actions varies considerably across NDCs.

Figure 10: Average transport actions to mitigate emissions per NDC generation



The following sections examine key areas of action to mitigate transport emissions.

5.1 Strong focus on e-mobility and efficiency

5.1.1 Energy efficiency

As of 15 January 2026, 65 third-generation NDCs (59% of submissions) include actions related to energy efficiency. The actions mostly cover general efficiency improvements, vehicle restrictions

(import, age, access, sale, taxation) and emission standards. Actions associated to this category are dominated by road transport as more than half of the actions are focused on road vehicles.

Application of outdated vehicle emission standards

A key focus of vehicle improvements in NDCs is the introduction of vehicle emission standards i.e., Euro standards in most world regions, Bharat stage in India and China standards in China. 17 third-generation NDCs refer to such activities.

Vehicle emission standards serve as benchmarks for regulating permissible levels of tailpipe pollutants such as carbon monoxide (CO), nitrogen oxides (NO_x) and particulate matter (PM). These standards support improvements in air quality and reductions in health risks associated with road transport. While such measures do not directly reduce CO₂ emissions, they support the transition to cleaner vehicle fleets.

The 17 third-generation NDCs that reference vehicle emission standards reflect varying levels of ambition, with a significant lag behind the most stringent standard currently in place, namely Euro 7. Examples are:

- NDCs by Bhutan, Lebanon and Maldives indicate intentions to introduce vehicle emission standards without specifying the standard to be adopted.
- Nauru's NDC plans to introduce Euro 2 standards, which were first implemented globally in 1996.
- Nigeria's NDC features the implementation of Euro 4 standards (introduced in 2005) by 2030.
- The NDCs by Azerbaijan, Costa Rica, Fiji, Kazakhstan, Liberia and Pakistan refer to Euro 5 (introduced in 2009) and Euro 6 (introduced in 2014) standards in their latest submission.

5.1.2 Alternative fuels

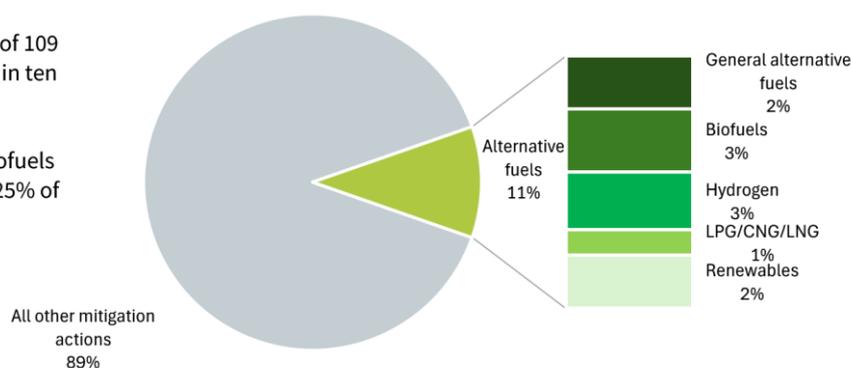
Alternative but not completely fossil-free

62 third-generation NDCs (56% of all submissions) include mitigation actions related to alternative fuels. This category comprises a total of 109 actions (excluding the ban of gasoline and diesel vehicles), representing around one in ten mitigation actions overall. Many of these actions focus on biofuels (3% of all mitigation actions and 25% of actions within this category) (Figure 11).

Figure 11: Alternative fuel actions compared to other actions

Alternative fuels comprise a total of 109 actions, representing around one in ten mitigation actions overall.

Many of these actions focus on biofuels (3% of all mitigation actions and 25% of actions within this category).



Several NDCs continue to frame natural gas, through liquefied petroleum gas or compressed natural gas as a climate action for transport. While natural gas generally results in lower GHG emissions than liquid fossil fuels, it remains a fossil fuel and is also a significant contributor to air pollution.¹⁹

The required levels of climate action and health protection can only be achieved by phasing out fossil fuels. Ultimately, the energy used to power vehicles must come from renewable sources. Powering electric vehicles with a clean, renewables-based electricity grid maximises emission reductions. However, very few third-generation NDCs explicitly link renewable energy deployment to transport. Only 19 actions (2% of all actions) are identified in this area. Examples include:

- Botswana's NDC intends to increase the share of renewable energy in transport by 10% each decade.
- Cabo Verde's NDC plans to power electric vehicle charging infrastructure through both on-grid and off-grid solar photovoltaic systems.
- Chile's NDC commits to developing a roadmap for renewable fuels in long-distance land, maritime and rail freight transport by 2028.
- Solomon Islands' NDC plans to introduce various types of electric vehicles powered by renewable energy.
- Uruguay's NDC aims to leverage its strong renewable energy-based electricity grid to increase vehicle electrification across different transport modes.

More NDCs limit import of old, unsafe and polluting vehicles

Many countries expressed ambitions in their third-generation NDCs to ban the import of old, unsafe and polluting vehicles. This can be most effective in countries without domestic vehicle production that rely heavily on vehicle imports. Ethiopia became the first country globally to ban the import of petrol and diesel-powered vehicles in 2024. Similar intentions are mentioned by several other countries, including Belize, Fiji, Lesotho, Moldova, Rwanda, Tonga and Tuvalu, among others.

The following countries set age limits for imported vehicles in their third-generation NDCs:

- Azerbaijan bans imports of vehicles older than 10 years.
- Côte d'Ivoire bans imports of vehicles older than 5 years.
- Mauritania bans imports of vehicles older than 8 years.
- Saint Vincent bans imports of vehicles older than 12 years.
- Sierra Leone bans imports of vehicles older than 10-12 years, which will be reduced to 5-7 years in 2035.

Vehicle import restrictions can also be designed around vehicle fuel consumption, emission levels and safety standards.

Too few NDCs put an end to gasoline and diesel car sales

The phase-out of fossil fuels in the transport sector can be achieved through bans on the sale of petrol- and diesel-powered vehicles. Only four third-generation NDCs (Ethiopia, Moldova, Singapore and the United Kingdom) explicitly refer to such ambitions. These third-generation NDCs outline the following timelines and vehicle scope:

- Ethiopia's NDC mentions the import ban of new internal combustion engine cars since 2024 (see paragraph above).
- European Union's NDC features the phase out of sales of fossil fuel-powered cars, vans and urban buses by 2035.
- Moldova's NDC refers to a ban on diesel vehicles by 2040.
- Singapore's NDC identifies 2040 as the target year for phasing out pure internal combustion engine vehicles and, since 2020, has procured only electric or diesel-hybrid buses.
- The United Kingdom's NDC includes a 2030 target to end sales of new cars powered solely by internal combustion engines and notes ongoing consultations on the role of hybrid vehicles between 2030 and 2035.

This indicates a negative trend, as 6 second-generation NDCs (Antigua and Barbuda, Cabo Verde, Canada, Dominica, Singapore and the United Arab Emirates) explicitly included references to the phase-out of internal combustion engine vehicles.

Alignment to zero-emission vehicles initiatives missing

However, many countries are signatories to global initiatives that work towards the phase-in of only zero-emission vehicles by 2035 or shortly after. The Accelerating to Zero Coalition, through the Zero Emission Vehicles Declaration, aims to achieve 100% zero-emission new car and van sales globally by 2040 and by no later than 2035 in leading markets. 44 countries are part of this initiative, further supported by subnational governments, companies, fleet operators and many more stakeholders.²⁰

In parallel, the Global Memorandum of Understanding on Zero-Emission Medium- and Heavy-Duty Vehicles targets 100% zero-emission new truck and bus sales by 2040, with an interim target of 30% zero-emission vehicle sales by 2030. Countries are key signatories to and participants in both global initiatives. 42 countries have signed up to this initiative.²¹

References to these global initiatives are missing from the latest NDC submissions. NDCs by signatory countries neither mention nor align with the initiatives they have signed up to. Aligning the NDC content to the initiatives that countries have signed up to would amplify the impacts, strengthen these global initiatives and ensure strong policy signals.

5.1.3 E-mobility

The strong focus on e-mobility in NDCs emerged during the second generation of NDCs. At the time the first NDCs were drafted in 2015 and 2016, e-mobility was still widely perceived as a nascent technology. In 2015, only around 730,000 battery-electric cars were in operation globally. By 2024, the global electric fleet had expanded to more than 39 million battery-electric cars, alongside a growing number of other electric vehicles.²²

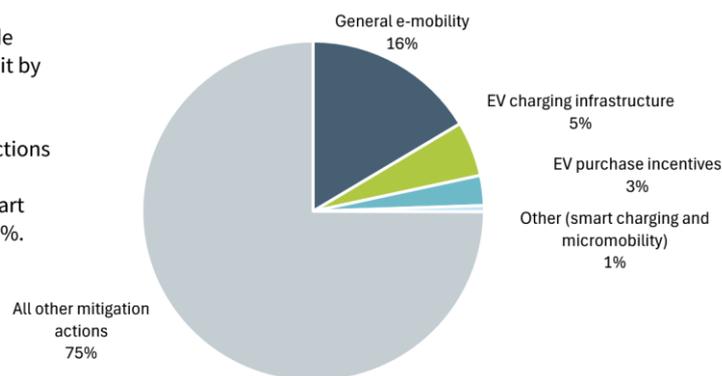
Every fourth action is about e-mobility

86 out of 110 third-generation NDCs (78%) include actions related to vehicle electrification, making it by far the most frequently referenced action area. 255 actions (25% of all actions) were captured in the NDC Transport Tracker on e-mobility, as of 15 January 2026. E-mobility actions are captured through general e-mobility actions, accounting for 16% of all actions, charging infrastructure at 5%, purchase incentives at 3% and other e-mobility actions (smart charging policies and micromobility at around 1%) (Figure 12).

Figure 12: Electrification actions compared to other mitigation actions

86 out of 110 third-generation NDCs (78%) include actions related to vehicle electrification, making it by far the most frequently referenced action area.

256 actions are captured as general e-mobility actions (16%), charging infrastructure (5%), purchase incentives (3%) and other e-mobility actions (smart charging policies and micromobility) at around 1%.



The difference in popularity between the category ‘Mode shift and demand management’ and ‘E-mobility’ decreased immensely and, as of 15 January 2026, the difference was only 11 actions. There are 266 actions on mode shift and demand management (26.1% of all actions). In second-generation NDCs, e-mobility accounted for 18.4% of all actions (163 actions in total) and was featured in 88 second-generation NDCs (57%), while mode shift and demand management accounted for 30.1% of all actions (268 actions in total) in 95 NDCs.

E-mobility targets continue to increase in popularity

As shown in Chapter 4.2 Non-GHG transport targets, zero-emission vehicle targets are the most prominent non-GHG target type in third-generation NDCs, as of 15 January 2026. 40 third-generation NDCs feature such a target. In comparison, 33 second-generation NDCs featured such a target. Out of these 33 second-generation NDCs, 12 reiterated e-mobility targets, showing that over two thirds of e-mobility targets came from new countries.

Examples of zero-emission vehicle targets by third-generation NDCs include:

- Angola’s NDC commits to acquiring 100 electric cars for the government fleet and 422 electric buses for public transport by 2035.
- Cuba’s NDC targets electric vehicles to account for 10% of the total vehicle fleet by 2030 and 15% by 2035.
- Moldova’s NDC commits to electrifying 30% of railways, 50% of urban public transport and all urban freight transport by 2040.
- Suriname’s NDC aims to increase the share of electric vehicles to 20% of new vehicle sales in public and commercial fleets by 2035.

Overall, electrification represents a key action area and contributes significantly to the strong dominance of the ‘Improve’ component within the Avoid–Shift–Improve framework across third-generation NDCs.

5.2 The missing pillars: Avoid and Shift

The Avoid-Shift-Improve (A-S-I) framework²³ for sustainable transport represents an integrated, intermodal and balanced approach that is critical to unlocking the full benefits of sustainable, low-carbon transport. The A-S-I framework classifies measures to achieve sustainable, low-carbon transport into three categories:

- *Avoid* unnecessary motorised trips through improved proximity and accessibility.
- *Shift* to less carbon-intensive modes, including a transition from private vehicles to public transport, shared mobility, walking and cycling, waterborne freight, electrified road–rail freight and cargo bikes for last-mile deliveries, among others.
- *Improve* vehicle design, energy efficiency and the use of clean energy sources across different types of freight and passenger vehicles.

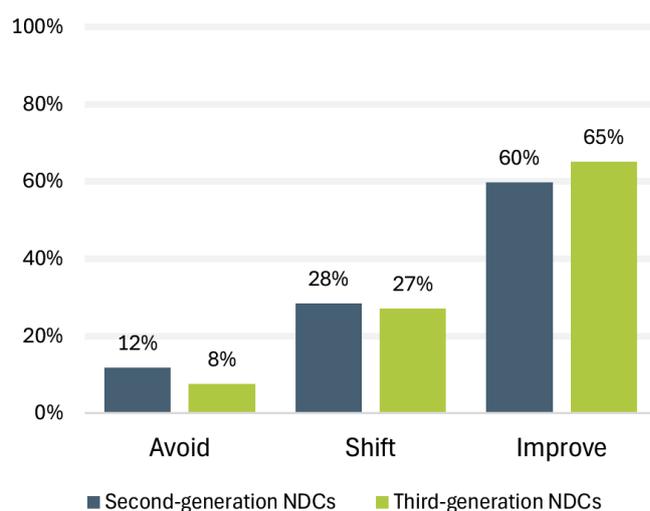
The NDC Transport Tracker attributes each mitigation action to ‘Avoid’, ‘Shift’, ‘Improve’ or a combination of these categories, based on how the action is phrased and the context in which it is presented. This attribution is applied only to actions aimed at mitigating emissions in the transport sector and does not cover adaptation actions.

Imbalance between ‘Avoid’, ‘Shift’ and ‘Improve’ actions

As of January 2026, mitigation actions are heavily skewed towards the ‘Improve’ category, accounting for 65% of all actions, while ‘Avoid’ represents only 8% and ‘Shift’ 27% (Figure 13).

This pattern was already evident in second-generation NDCs and has become more pronounced in third-generation NDCs. Contributions related to ‘Avoid’ and ‘Shift’ have declined, while ‘Improve’ measures have continued to increase. The NDC Transport Tracker does not aim for an equal representation of each A-S-I element. However, a key issue arises when an NDC focuses on only a single pillar, which in most cases is ‘Improve’. Strong representation of ‘Avoid’ and ‘Shift’ measures can maximise the benefits of sustainable, low-carbon transport and help induce systemic transformation.

Figure 13: Actions' association by Avoid-Shift-Improve



A strong imbalance persists between 'Avoid', 'Shift' and 'Improve' elements.

As of January 2026, mitigation actions are heavily skewed towards the 'Improve' category, accounting for 65% of all actions, while 'Avoid' represents only 8% and 'Shift' 27%.

Nearly all actions related to vehicle efficiency, alternative fuels and e-mobility are attributed to the 'Improve' component of the Avoid–Shift–Improve framework. It shows the strong dominance of these actions and that countries lean towards technological solutions in the sector.

5.2.1 Land use and transport planning

Few NDCs highlight comprehensive transport planning

A key approach towards a more balanced and comprehensive approach in transport begins with comprehensive land use and transport planning. Commitments to national mobility plans are included in 11 third-generation NDCs (Bangladesh, Belize, Chile, Costa Rica, Fiji, Lebanon, Liberia, Mauritius, Micronesia, Paraguay and Samoa). These commitments are predominantly made by countries in Latin America and the Caribbean. In most cases, countries aim to better integrate sustainability and decarbonisation objectives into their national transport strategies. Examples include:

- Belize's NDC plans to revise its National Transport Master Plan by 2028 to include electric mobility and additional sustainability aspects.
- Chile's NDCs commits to update its National Sustainable Mobility Strategy with sustainability principles by 2028.
- Fiji's NDC highlights the ongoing development of a National Transport Decarbonisation Implementation Strategy.
- Liberia's NDC features the revision of its Transport Master Plan by 2026, with a focus on increasing energy-efficient public transport and developing a National Sustainable Transport Policy.
- Mauritius's NDC points to the development of 20-year Master Plan for land transport with walkability as a key approach to connect public and private transport as well as cycling.

Only five third-generation NDCs (Barbados, Colombia, Kazakhstan, Mexico and Moldova) feature actions related to Sustainable Urban Mobility Plans (SUMPs). SUMPs, alongside National

Urban Mobility Policies and Investment Programmes (NUMPs), represent integrated planning approaches that support sustainable urban mobility in a comprehensive, participatory approach.²⁴ This represents an improvement compared with earlier NDC generations, in which only Barbados, Panama and Uruguay explicitly mentioned SUMP.

5.2.2 Financial measures

NDCs lack finance instruments to transform transport

No country explicitly envisages the introduction of emissions trading schemes or carbon pricing in their third-generation NDCs. However, Singapore notes that its carbon tax was raised from Singapore dollar (SGD) 5 per tonne CO₂ equivalent to SGD 25 per tonne CO₂ equivalent in 2024, with a further increase to SGD 45 per tonne CO₂ equivalent planned for 2026. Singapore also manages transport demand through fuel excise duties.

Green public procurement measures are pursued by Azerbaijan, Saint Vincent and the Grenadines, Sierra Leone and Uzbekistan. In comparison, 40 actions focusing on improving economic conditions for sustainable transport were identified in second-generation NDCs.

A limited number of NDCs commit to a range of finance-related actions to support transport decarbonisation. Examples of finance-related actions include:

- Brazil's NDC commits to leverage Climate Fund (expanded in 2023) to promote sustainable urban mobility and to use Brazil Platform for Climate Investments and Ecological Transformation to boost transport financing.
- Canada's NDC will finance active transport (e.g., rebates for electric bicycles), public transport and electric vehicles through national and sub-national commitments. Financial support for active transport infrastructure will be provided to Indigenous communities.
- Moldova's NDC plans fiscal measures to discourage non-hybrid car imports by 2030 or 2035. It will also establish long-term funding mechanisms, tariff policies and concession models to attract private investment in railways.

5.2.3 Active transport

Walking and cycling, often categorised as active transport, are considered the most effective and environmentally friendly options for increasing sustainable mobility, especially in urban areas. These emission-free modes of transport can substitute a significant number of daily trips. People who cycle every day emit 84% fewer GHG emissions than those who do not.²⁵ Replacing car trips with public transport, walking and cycling could provide roughly 4% of cumulative global emissions reductions. A shift from car usage towards ridesharing, cycling and walking in large cities could save 185 million tonnes CO₂ a year by 2030.²⁶

Active transport is mentioned, but without defined actions

The NDC Transport Tracker identifies that a total of 31 third-generation NDCs (28% of all submissions) included actions related to active mobility. These NDCs span over all income groups, including low-, middle- and high-income countries, and cover all regions.

One shortcoming is that many NDCs still only mention the promotion of active transport, as is the case in Australia, Bhutan, Brazil, Canada, Colombia, El Salvador, the European Union, Kazakhstan, Rwanda, Singapore and Zambia. It would be more beneficial to include specific actions and targets or even explicit references to walking and cycling, as these modes have distinct infrastructure and policy requirements that are often overlooked.

Colombia's NDC features the target of a 5.5% increase in the modal share of active transport in at least 17 cities by 2030. It is embedded in the policies, such as its bicycle promotion programme and the National Active Mobility Strategy, which also includes gender-sensitive approaches.

Cycling infrastructure investments pursued by five countries

The expansion of cycling infrastructure is reflected in the NDCs of Ethiopia, Kyrgyzstan, Lesotho, Mexico and Nepal.

- Ethiopia's NDC commits to increasing the number of cities and towns with dedicated bicycle lanes from 39 in 2025 to 104 in 2035 by constructing 801 kilometres of urban active mobility road infrastructure by 2035, up from 286 kilometres in 2025.
- Kyrgyzstan's NDC targets to develop every year 20 kilometres of cycling infrastructure until 2035.
- Lesotho's NDC features the target to develop 15 kilometres of cycling infrastructure (unconditional) and 30 kilometres (conditional) by 2030.
- Nepal's NDC commits to have bicycle-sharing services in at least 3 cities by 2030.

Cities are the focus of active mobility

14 active mobility actions (32%) explicitly identify cities as the focus geography. These actions can be found in the NDCs by Armenia, Bangladesh, Brazil, Colombia, Djibouti, Lebanon, Lesotho, Micronesia, Nepal, Tonga and Tuvalu.

- Armenia regards cycling as a measure to support sustainable urban mobility and reduce emissions.
- Tonga intends to reduce motorised vehicle travel through Nuku'alofa Sustainable City which includes walkways, bicycle lanes and pedestrianisation pilot projects.

In most cases, active mobility actions are mentioned alongside improvements to public transport, as seen in the NDCs of Brazil, Canada, the EU, Rwanda, Singapore and Yemen.

Box 3: Active transport in NDCs by Partnership for Active Travel and Health (PATH)²⁷

The Partnership for Active Travel and Health (PATH) assessed the third-generation NDCs submitted between November 2024 and 8 January 2026. Their analysis identifies a growing momentum in national governments around the world recognising walking and cycling as a quick, affordable and reliable solution to the climate emergency. They look into commitments, actions, finance and impact with a detailed focus on walking and cycling.

More than a third of countries are now committed to walking and cycling actions with half of the NDC actions adopting many of the recommendations that are included in the PATH NDC policy template. This marks a 12% increase since 2023 and credit should be given to the

consistency of messages being promoted by many of the PATH supporters and partners who are continuing to encourage adoption of PATH NDC Active Travel Policy Template.

At the same time there is a worrying slippage in some countries who appear to be reducing their active travel commitments in their NDCs despite the agreement that NDCs are designed to become progressively more ambitious, ensuring stronger and more coordinated global action over time. This requires more investigation.

The main focus of many of the new NDCs committed to walking and cycling are on physical infrastructure for creating more walkable and cyclable places. This is a strong foundation step which is most effective when supported by additional actions that engage and enable people to use and benefit these places and when walking and cycling are embedded into more of the policy processes too.

Since 2023, it is good to see many more countries committing money to support these positive actions but the almost universal lack of credible evaluation frameworks for active travel risks the full impact of the active travel investment being under-valued. This is a priority for PATH to provide further guidance.

Overall, it's very encouraging to see the rapid scale up around the world of the PATH vision of enabling safe, easy, and enjoyable experiences that mitigate climate change, support public transport, benefit public health, and create vibrant, inclusive, and equitable societies. The PATH team, as well as many of its partners and supporters, remain ever-ready and keen to support national governments everywhere with the development and implementation of their NDCs to ensure these important policies are as effective as possible.

Source: <https://pathforwalkingcycling.com/>

5.2.4 Public transport

Public transport is a cornerstone of global efforts to mitigate climate change, offering a powerful and cost-effective pathway for transport decarbonisation and enabling a full range of benefits. Together with vehicle efficiency improvements, low-carbon technologies and active transport, public transport could reduce urban passenger transport emissions by 23% to 31% below 2019 levels by 2050.²⁸ Some studies even estimate that up to 55% of passenger transport emissions in cities (compared to a business-as-usual scenario) could be avoided through high-quality public transport and active transport.²⁹

Declining number of public transport-related actions

As of 15 January 2026, the NDC Transport Tracker identifies at least 75 third-generation NDCs (68% of submissions) with actions on public transport. Across these NDCs, 112 public transport actions are identified, ranging from system improvements and better integration into wider transport networks to service and infrastructure expansion and specific bus rapid transit (BRT) initiatives. This represents a decline compared with second-generation NDCs, which featured 131 public transport actions.

Electrification of buses increasingly mentioned

A key mitigation measure is the electrification of public transport. Among the 255 e-mobility actions identified, 57 actions focus on buses, predominantly for urban services. These are twice as many actions on electric buses than in the second-generation NDCs. In total, 35 third-generation NDCs include actions related to the electrification of buses (previously 26 second-generation NDCs). Examples include:

- Djibouti's NDC commits to the introduction of 100 electric buses powered by solar energy.
- Mexico's NDC covers the deployment of electric buses through a National Electric Mobility Strategy, fostering equitable, safe and affordable access to transport for all.
- Qatar's NDC points to the use of electric buses and taxis.
- Thailand's NDC commits to the introduction of 5,000 electric buses, specifically for intercity services.

Actions focus on modal shift and bus rapid transit

A large number of actions related to modal shift in passenger transport by moving from private vehicle use to public transport, walking and cycling. Such actions are featured in the NDCs by Cambodia, the European Union, Fiji, Kazakhstan, Kenya, Lesotho, Malaysia, Micronesia, Monaco, Nigeria, Qatar, Republic of Korea, Rwanda, Singapore, Sri Lanka and Zambia.

The NDC Transport Tracker treats BRT as a separate instrument due to its high prominence in earlier NDCs. Among third-generation NDCs, Côte d'Ivoire, Djibouti, Iraq, Jordan, Lebanon, Nigeria, Qatar and Rwanda include BRT systems in their third-generation NDCs. These references often relate to specific projects, such as the second BRT line in Jordan and a 15 km BRT service in Djibouti City as well as BRT services in Abidjan (Côte d'Ivoire) and Doha (Qatar).

This represents a drastic decrease compared with second-generation NDCs, where 19 NDCs featured BRT-related activities. Even 12 first-generation NDCs included BRT, despite these NDCs being shorter and far less specific than more recent submissions.

Rail-based public transport actions (light rail, metro systems and trams), are identified in the NDCs of Armenia, Azerbaijan, Bangladesh, Cambodia, Canada, Costa Rica, Djibouti, Malaysia, Mauritius, Mexico, Morocco, Nigeria, Pakistan, Qatar, Singapore and Sri Lanka.

A small number of NDCs also highlight less conventional solutions to enable collective transport, often reflecting unique geographic circumstances. For example:

- Micronesia's NDC deals with transporting passengers via ferries.
- Colombia's NDC and Nepal's NDC points to the option of cable cars.

Box 4: Public transport in NDCs by International Association of Public Transport (UITP)³⁰

The International Association of Public Transport (UITP) conducted an initial analysis of third-generation NDCs, based on submissions until 17 October 2025. Given that urban transport accounts for 40% of global transport emissions, integrating sustainable urban mobility and public transport into third-generation NDCs is critical. Achieving this requires comprehensive strategies to reduce dependence on private vehicles, promote public transport and active

mobility, enhance urban transport planning through effective governance frameworks and stable funding mechanisms. Scaling up these measures has the potential to double the share of public transport, which could reduce urban transport emissions by up to 50%.

While individual passenger transport continues to dominate the focus of many third-generation NDCs submissions, there has been notable progress in recognising public transport as a central pillar of climate action in the transport sector. More NDCs than compared to the second-generation NDCs include public transport policies and strategies with the majority coming from lower- and upper-middle-income countries. Moreover, over 90% of countries articulated forward-looking visions that position public transport and active mobility at the heart of their climate and urban mobility strategies. Government-led visions are critical for elevating ambition and establishing the strategic foundations for local transport policies that align stakeholders, direct climate finance, and enable effective implementation of the GST.

More countries have also included public transport sectoral targets in third-generation NDCs than in the second-generation NDCs. The vast majority of these targets focus on zero- and low-emission vehicles (notably electric buses). However, ambitions are not always aligned with renewable energy deployment, which limits their transformative impact.

Mode shift targets toward public transport in third-generation NDCs have increased markedly compared with second-generation NDCs. However, few submissions specify target dates for completing public transport infrastructure projects such as Bus Rapid Transit (BRT) systems, tram lines or metro developments. This gap largely reflects the complexity, scale and inherent uncertainties associated with major infrastructure investments.

Source: [https://www.uitp.org/wp-content/uploads/sites/7/2025/11/2510-ReportNCD-COP30-v2.pdf](https://www UITP.org/wp-content/uploads/sites/7/2025/11/2510-ReportNCD-COP30-v2.pdf)

5.2.5 Railways

Rail transport is a key contributor to economic development and it is the most energy-efficient mode of freight transport and collective passenger travel. Rail transport has a high energy efficiency and low GHG emissions per passenger- and tonne-kilometres thanks to wide electrification and the highest share of renewable energy use among transport modes. In 2023, railways only produced 1.2% of global transport GHG emissions, of which three quarters are attributed to freight transport. However, as of 2023, passenger railways still suffered from the impact of the COVID-19 pandemic with reduced activity levels on conventional and high-speed rail lines.³¹

31 third-generation NDCs feature actions on railways. The associated actions represent a large variety of instruments. 15 NDCs put efforts into improving freight transport via railways. Examples include:

- Moldova's NDC has a strong focus on railways, aiming to electrify 30% of railways by 2040, privatize railways operation, improve infrastructure and maintenance and introduce new tariff policies.
- Mexico's NDC commits to expand the Maya Train, freight transport, construction of new railway lines to strengthen rail transport, integrated expansion of railway infrastructure for passenger and freight transport.

Box 5: Railways in NDCs by International Union of Railways (UIC)³²

UIC's analysis of rail in third-generation NDCs, as of late October 2025, highlights a growing, though still uneven, recognition of rail as a key lever for transport decarbonisation, particularly through modal shift, electrification and network expansion. Around half of the NDCs analysed include some reference to rail, with eight countries featuring rail ambition for the first time in their latest submissions. These new references often focus on shifting passengers and freight from road to rail, expanding rail networks and modernising existing infrastructure, including through electrification and, in some cases, the exploration of low-carbon technologies such as hydrogen or battery-powered trains.

Rail ambition is particularly prominent in low- and middle-income countries, where rail is increasingly framed as a solution to reduce road congestion, cut emissions and support sustainable economic development. The analysis suggests that if low- and middle-income countries were to expand their rail networks to match the performance of leading peers, rail's modal share could quadruple to around 8% by 2050, potentially avoiding up to 1.8 gigatonnes of CO₂ emissions. This mitigation potential could also unlock significant climate finance opportunities, with estimated carbon credit revenues ranging between USD 27 billion and USD 72 billion, depending on carbon prices.

Regional insights show:

- African NDCs have a strong focus on modal shift and network expansion, with countries such as Angola and Botswana setting ambitious targets, while Morocco explicitly integrates rail into both mitigation and adaptation strategies.
- In Asia-Pacific, several countries include rail electrification, modernisation and expansion as part of broader transport decarbonisation pathways.
- European countries and the European Union emphasise efficiency gains, electrification and system modernisation. In Latin America and the Caribbean, rail is increasingly linked to increasing modal share and long-term mitigation strategies.
- Canada's NDC, in North America, includes rail within a broader clean transport and fuels strategy.

Source: https://uic.org/events/IMG/pdf/rail_in_ndc_3_0_.pdf

5.3 Blind spots in NDCs

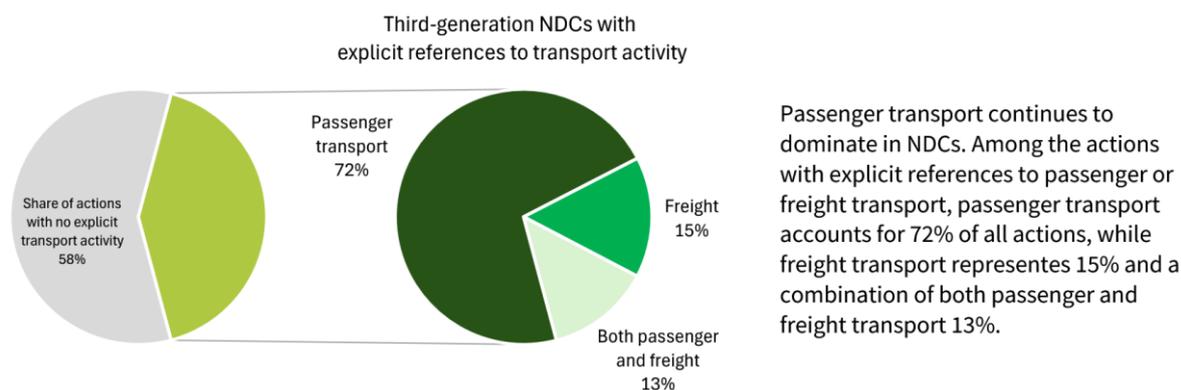
5.3.1 Freight transport

An important theme in transport is freight transport and logistics, as freight connects goods, markets and consumers and ultimately contributes to socio-economic development. Freight transport plays a key role in accelerating the transition to a low-carbon economy, creating green jobs, scaling up low-carbon technologies and enabling low-carbon value chains and a circular economy.³³ In the context of climate change, freight transport accounted for 43% of CO₂ emissions from transport (including international aviation and shipping) in 2023. Freight activity is projected to increase by 55% between 2020 and 2050, leading to rapidly rising emissions and other negative impacts.³⁴

Passenger transport actions dominate in NDCs

Nevertheless, passenger transport continues to dominate in NDCs. Among the actions with explicit references to passenger or freight transport, passenger transport accounted for 72% of all actions, while freight transport represents 15% and a combination of both passenger and freight transport 13% (Figure 14). This distribution remains similar to that observed in second-generation NDCs where the split was 73% and 13.5% each for freight and a combination of both activities.

Figure 14: Transport activities referenced in transport actions



The increasing frequency and severity of climate-induced disasters threaten global supply chains and freight operations, making it crucial to strengthen resilience efforts in freight transport and adapt to changing environments. As of 15 January 2026, less than 4% of adaptation actions focus solely on freight transport adaptation. The topic of freight transport adaptation and resilience can be found in the NDCs by Ethiopia, Iraq, Liberia, Mexico, Micronesia, Morocco, Republic of Korea, South Africa and Suriname.

Freight transport is underrepresented

Freight transport actions remain overlooked in NDCs as of 15 January 2026. Of the 110 third-generation NDCs submitted, just 45 NDCs (41% of all submissions) include mitigation actions related to freight or a combination of freight and passenger transport. In comparison, 42% of second-generation NDCs (64 NDCs) featured content related to freight transport.³⁵ Examples of actions on freight transport are:

- Colombia's NDC intends to optimise value chains and movement of goods through innovation, digitalisation and low- and zero-emission technologies. The NDC covers zero-emission logistic corridors and hubs, a shift to inland water transport and railways,
- Costa Rica's NDC outlines high investments in the freight sector. The country plans to invest USD 6.2 billion in sustainable logistics (unconditional) and USD 840 million in freight rail (conditional).
- Djibouti's NDC aims to increase the number of electric tricycles powered by solar energy to replace gasoline-powered tricycles for goods transport.
- Kyrgyzstan's NDC is committed to the creation of 'Green Trade Corridors' with a focus on rail and electric transport.

- Sri Lanka's NDC seeks to modernise its railway services by expanding infrastructure, electrifying railways, establishing urban freight hubs and developing port–rail freight corridors.
- The United States' NDC refers to the establishment of zero-emission freight hubs and corridors and the expansion of intermodal freight operations through improved collaboration with stakeholders.
- Uruguay's NDC includes pursuing intramodality for both freight and passenger transport.

A key mitigation activity in the freight sector is a shift towards more environmentally friendly modes of transport. Shifting road freight to rail and inland water transport can deliver multiple benefits, and examples of such approaches can be found in the third-generation NDCs of Bangladesh, Cambodia, China, Colombia, Costa Rica, Côte D'Ivoire, Mexico, Pakistan, Sri Lanka and the United States.

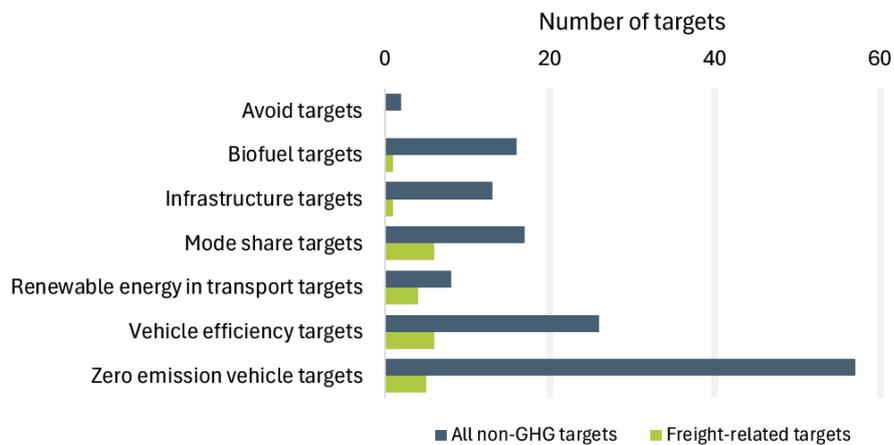
Few freight transport targets

Among the non-GHG targets (see Chapter 4.2 Non-GHG transport targets), freight transport is reflected in 17% of targets (Figure 15). This represents a significant increase compared to second-generation NDCs, where just 10% of targets were related to freight transport. The analysis only captures explicit references to freight in non-GHG targets. However, biofuel blending mandates for diesel as well as expansions of electric charging infrastructure are highly relevant for freight vehicles. If these aspects were included, more than half of biofuel targets and around a quarter of zero-emission vehicle targets would be relevant to freight transport. Examples of targets are:

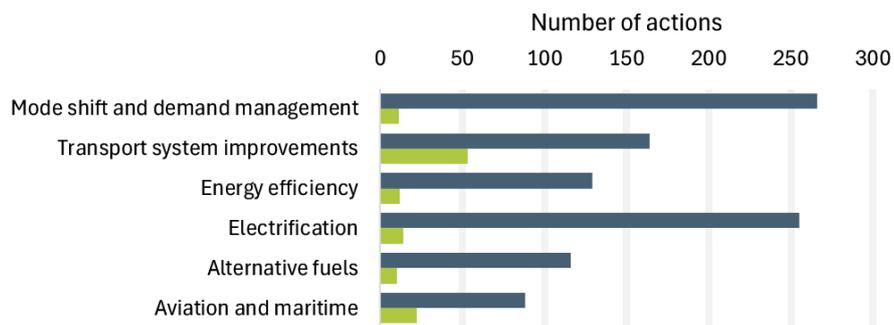
- Colombia's NDC aims to move 8 million tons annually via river transport and 4.2 million tons via rail transport by 2030 (aligned to their National Logistics Policy - Política Nacional de Logística).
- European Union's NDC features the FuelEU Maritime regulation that is committed to decrease the average GHG intensity of the energy used by ships above 5,000 gross tonnage, starting with a 2% decrease by 2025, 14.5% decrease by 2035, and reaching up to an 80% reduction by 2050.
- Moldova's NDC aims to only have urban electric freight transport by 2040.
- Nigeria's NDC will adopt cleaner fuels (by using compressed natural gas) to replace diesel in 50% of locomotives by 2035.
- Samoa's NDC commits to provide shore-side electricity for all vessels by 2035.

Figure 15: Representation of freight in third-generation NDCs

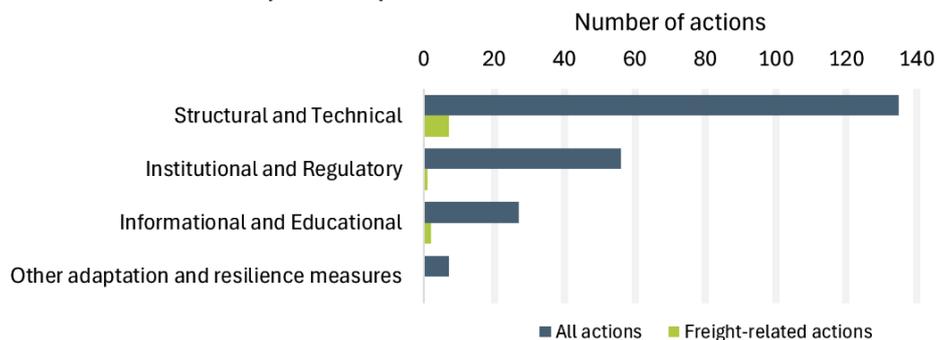
Non-GHG targets on transport



Actions to mitigate emissions from transport



Actions to adapt transport



Overall, the persistent blind spot on freight transport and logistics across all NDC generations is likely driven by limited awareness of freight-focused mitigation solutions. Road freight transport, alongside maritime transport and aviation, is often labelled a ‘hard-to-abate sector’. However, solutions such as shifting goods to more efficient transport modes and optimising supply chains have proven effective in specific contexts, and sales of electric medium- and heavy-duty trucks are rapidly increasing. While freight transport may be more challenging to decarbonise than passenger transport, this does not justify inaction. Countries cannot ignore climate action in this area nor overlook the wide range of solutions that are already available.

5.3.2 Informal transport

Informal transport, also referred to as popular transport or paratransit, encompasses privately organised and operated transport services using a wide range of vehicles, including two-wheelers, rickshaws, jeepneys, minibuses, cars and buses. These services are predominantly found in the Global South and often play a critical role in providing affordable and flexible mobility.³⁶

Informal transport is rarely specifically addressed in NDCs

Identifying informal transport-related content in NDCs is challenging due to the diversity of services and the lack of explicit terminology. NDCs rarely specify whether collective transport actions target informal services or not. In many cases, actions on two- and three-wheelers and buses in the NDCs of low-income and lower-middle-income countries are likely to relate to informal transport. See also the findings in Box 6 by the Global Network for Popular Transportation (GNPT), a specialised organisation on informal transport, which was able to identify more informal transport-related content than the NDC Transport Tracker. This difference is largely due to methodological approaches. While the NDC Transport Tracker captures only explicit references to specific transport modes, GNPT also includes actions that may indirectly affect informal transport services, as illustrated by the example of vehicle emission standards.

Overall NDCs feature more informal transport

While greater attention to informal transport can be observed in third-generation NDCs, it remains extremely limited given the crucial role informal transport plays in providing collective mobility in cities across the Global South. Several countries, including Cambodia, Costa Rica, Côte d'Ivoire, Djibouti, Lebanon, Lesotho, Somalia, Sri Lanka and Vanuatu, explicitly address informal transport, with most focusing on electrification as a key mitigation strategy. Examples include:

- Cambodia's NDC, which targets a 15% modal share for urban public buses and promotes electric mobility, aiming for 35% of motorcycles, 5% of tuk-tuks, 5% of passenger cars and 20% of urban buses to be electric.
- Djibouti's NDC, which commits to replacing diesel-powered three-wheelers with solar-powered electric tricycles in the municipality of Balbala.
- Sri Lanka's NDC, which plans to convert 100,000 three-wheelers to electric drivetrains by 2030 (around 10% of the active fleet in 2025) and 500,000 by 2035 (around 50% of the fleet).

Overall, it is a great improvement compared to the previous NDC generation. In the second-generation NDCs, explicit references to informal transport services were only included by Angola and Uganda:

- Angola's second-generation NDC acknowledged the contribution of candongueiros (minibus taxis) to emissions but did not outline specific mitigation actions.
- Uganda's second-generation NDC proposed the electrification of boda bodas.

Box 6: Informal transport in NDCs by the Global Network for Popular Transportation (GNPT)³⁷

GNPT's analysis as of NDCs submitted until 24 December 2025 identified 26 countries that have included commitments to directly or indirectly decarbonise popular transport in their NDCs. These commitments demonstrate growing recognition of the climate mitigation potential within the informal transport sector.

- Electrification of 2- and 3-wheelers is the most prevalent commitment, appearing in 18 countries. For example, Liberia aims to introduce at least 2,000 electric 3-wheelers (kekehs) and 2,300 electric motorcycles for commercial use by 2029, with expansion to more than 6,000 vehicles by 2035. Côte d'Ivoire targets 5,000 electric 2- and 3-wheeled vehicles for economic activities in peri-urban areas by 2028.
- Emission and fuel standards represent the second most common action, with 11 countries committing to this approach. Liberia plans to adopt Euro VI vehicle emission and ECOWAS sulfur fuel standards for private and commercial vehicles by 2035.
- Tax and fiscal incentives are highlighted by 5 countries as mechanisms to accelerate EV adoption. Pakistan emphasizes tax incentives supporting over 50 local firms assembling electric motorcycles and rickshaws.

Additional commitments include charging infrastructure development (5 countries), import regulations (3 countries), informal sector acknowledgement (5 countries), and infrastructure adaptation measures (3 countries) to climate-proof transport networks serving vulnerable populations.

5.3.3 Aviation and maritime transport

Aviation accounted for 12.4% of global transport GHG emissions in 2024, while maritime transport was responsible for 10.4%.³⁸ In many countries, the growth in aviation-related emissions has outpaced overall emission reductions. Second-generation NDCs paid limited attention to aviation and maritime transport.

Two international commitments for maritime and aviation emissions

There are two important international commitments in place for aviation and maritime transport. In 2022, the 41st International Civil Aviation Organization (ICAO) Assembly adopted the long-term global aspirational goal for international aviation, which aims to achieve net-zero carbon emissions by 2050 in support of the Paris Agreement.³⁹ In 2023, the International Maritime Organization (IMO)'s Marine Environment Protection Committee (MEPC 80) adopted the IMO Strategy on Reduction of GHG Emissions from Ships, outlining the long-term contribution of international shipping to emission reductions by 2050.⁴⁰

Countries do not cover the international commitments in their NDCs

Despite these developments, global agreements have not yet been systematically translated into national commitments on aviation and maritime transport within NDCs. This results in a lack of coherence between domestic ambition and international commitments. Only a limited number of countries explicitly express their intention to strengthen engagement in global agreements on aviation and shipping. The United Kingdom's third-generation NDC, for example, emphasises support for ICAO and IMO and alignment between domestic efforts and its 2050 net-zero ambitions.

As of 15 January 2026, 35 third-generation NDCs include specific actions to mitigate emissions from domestic and international aviation and/or maritime transport. Actions related to aviation and maritime transport are captured in a separate category in the NDC Transport Tracker. This category represents a significant share of all transport mitigation actions, with 8.6% of actions focusing on aviation and maritime transport.

Among aviation-related actions, sustainable aviation fuels (SAFs) play a key role. Eighteen third-generation NDCs include efforts in this area. Such actions are primarily pursued by high-income countries with high levels of aviation activity, including Australia, Canada, Chile, Saudi Arabia and the United States.

In maritime transport, 23 NDCs (21% of all submissions) feature actions aimed at improving emissions performance. These NDCs are submitted mainly by island states (such as Fiji, Marshall Islands, Mauritius, Niue, Samoa, Tonga, Tuvalu and Vanuatu) and countries with significant global trade activity (such as Australia, the European Union, Republic of Korea, Thailand, the United Kingdom and the United States). No dominant thematic focus can be identified. Instead, actions range from port infrastructure improvements to more efficient and environmentally friendly vessels and the use of cleaner fuels. Examples include:

- Belize's NDC highlights the importance of maritime transport for the national economy and includes a pilot project to improve vessel fuel efficiency and reduce emissions from port infrastructure by 2035.
- The Marshall Islands' NDC sets a target to reduce GHG emissions from domestic shipping by 40% below 2010 levels by 2030, with the aim of achieving full decarbonisation by 2050. The NDC highlights pilot projects on low-emission vessels, wind-assisted propulsion, fuel-efficient engines and the use of solar power.
- Thailand's NDC commits to exploring the use of hydrogen-powered ferries for passenger transport and cargo ships, and to introducing 2,000 electric boats by 2035.

6 Adapting transport systems to climate impacts

6.1 Adaptation targets

NDCs also reflect countries' efforts to adapt to the impacts of climate change. Beyond NDCs, the UNFCCC encourages countries to develop NAPs, which are considered the primary mechanism for planning and implementing adaptation and resilience actions.

Opportunity to develop synergies with National Adaptation Plans

A positive development within the broader UNFCCC process is the increasing number of NAPs. As of 15 January 2026, 87 NAPs had been submitted to the UNFCCC, nearly all of which include transport-related content. Two out of five NAPs were submitted since 2023. Countries increasingly reference their NAPs in their NDCs, signalling a growing emphasis on alignment and synergies between these reporting instruments.

Therefore, limited adaptation and resilience ambition for transport in NDCs does not necessarily imply neglect of the issue, as it may be addressed more comprehensively in NAPs. A preliminary assessment of NAPs as of August 2025 indicates that almost every NAP features transport-related content.

In addition, COP30 established a set of indicators to support the Global Goal on Adaptation. Under the Belém Adaptation Indicators, 59 indicators supporting 11 targets were agreed. Under Target 9(e), which focuses on increasing the resilience of infrastructure and human settlements, two indicators are directly relevant to transport:⁴¹

- (a) Proportion of settlement upgrading programmes implemented that include climate change adaptation measures and maintain sustained engagement at the local level.
- (b) Proportion of infrastructure and human settlements vulnerable to climate-related hazards and other extreme events relocated to a safer location.

NDCs need to continue strengthening the role of adaptation and resilience in the transport sector. It is important to recognise that adaptation and mitigation efforts are mutually reinforcing: adaptation helps to manage the unavoidable impacts of climate change and provides the resilient foundation necessary for effective mitigation actions. A strong (i.e., climate-proof) transport infrastructure amplifies any actions to improve transport systems and reduce its emissions.

In 2022, natural hazards caused around USD 15 billion in direct damage to transport systems globally, with low- and middle-income countries bearing a disproportionately high share of approximately USD 8 billion. Transport infrastructure in these countries is more vulnerable to climate impacts.⁴²

Adaptation targets in NDCs rise in popularity

As of 15 January 2026, 18 third-generation NDCs (16% of all submissions) include transport-focused adaptation and resilience targets (see complete list in Annex 2). It is a significant improvement to second-generation NDCs where just 5% of submission (8 second-generation NDCs) include transport adaptation targets. Table 4 shares a few illustrative examples of adaptation targets featured in third-generation NDCs.

Table 4: Examples of transport adaptation targets

Country	Transport adaptation target	Conditionality
Cambodia	<ul style="list-style-type: none"> Apply climate-proofing standards to 5,000 km of repaired roads by 2035. Apply such standards to 300 km of new national road construction by 2035. Equip 5% of 300 km of new national road construction with green belts by 2035. 	Unclear conditionality
Côte D'Ivoire	<ul style="list-style-type: none"> Ensure resilience of 60% of infrastructure (new or repaired) in risk areas by 2035. 	Unclear conditionality
Mauritius	<ul style="list-style-type: none"> Upgrade 100 km of roads and drains to flood-resilient standards by 2030, and 250 km by 2035. 	Conditional
Paraguay	<ul style="list-style-type: none"> By 2030, develop at least two road projects that incorporate risk and/or climate change assessment in their pre-feasibility stage, integrating measures to adapt to and reduce vulnerability to extreme events. By 2030, improve navigability conditions through at least two dredging projects on the Paraná and Paraguay rivers, improving Paraguay's access to international trade. 	Conditional
Zambia	<ul style="list-style-type: none"> Rehabilitate 50 km of tramways, electrify 30% of railway lines, modernise and improve 2,132 km of railway infrastructure (1,248 km Zambia Railways and 884 km Tazara Railways) by 2030. 	Unclear conditionality

Low-income countries contributed significantly to adaptation targets

Low-income countries accounted for 22% of these submissions, with the 4 NDCs submitted by Burundi, Ethiopia, Liberia and Rwanda. The third-generation NDCs by Cambodia, Ethiopia, Lesotho, Liberia, Nepal, Solomon Islands and Zambia are the least developed countries with such targets (41% of NDCs with adaptation targets).⁴³

As of 15 January 2026, Chile was the only high-income country to include a transport adaptation target, committing to:

- Develop and implement a methodological framework on climate resilience for all new urban projects (covering roads among others) by 2030.
- Incorporate nature-based solutions into transport infrastructure planning instruments and projects by 2030.
- Incorporate climate resilience criteria to 50% of new public infrastructure and infrastructure that has been damaged by climate events by 2035.

In contrast to transport GHG mitigation targets, some countries did not maintain their transport adaptation targets across the second- and third NDC generation. Kenya and Micronesia did not repeat or enhance their transport adaptation targets in their most recent submissions. Antigua and Barbuda, Papua New Guinea and Uganda had not yet submitted a third-generation NDC.

Narrow time horizon of adaptation targets

As of January 2026, third-generation NDCs set shorter time horizons for adaptation targets than for GHG mitigation targets. The third-generation NDCs of Chile, Nepal, Paraguay, Rwanda and Zambia feature adaptation targets with a 2030 time horizon. The remaining 13 NDCs (72% of those with adaptation targets) set targets for 2035. None of the NDCs includes adaptation and resilience commitments extending beyond 2035.

This is a welcome approach, as the impacts of climate change are already being felt and swift responses are urgently needed. Natural disasters (including climate-induced events) in 2023 were estimated to have resulted in more than 74,000 fatalities globally and economic losses totalling USD 250 billion, more than twice the five-year average of USD 105 billion.⁴⁴ However, it raises the question on how to improve long-term planning for adaptation and resilience.

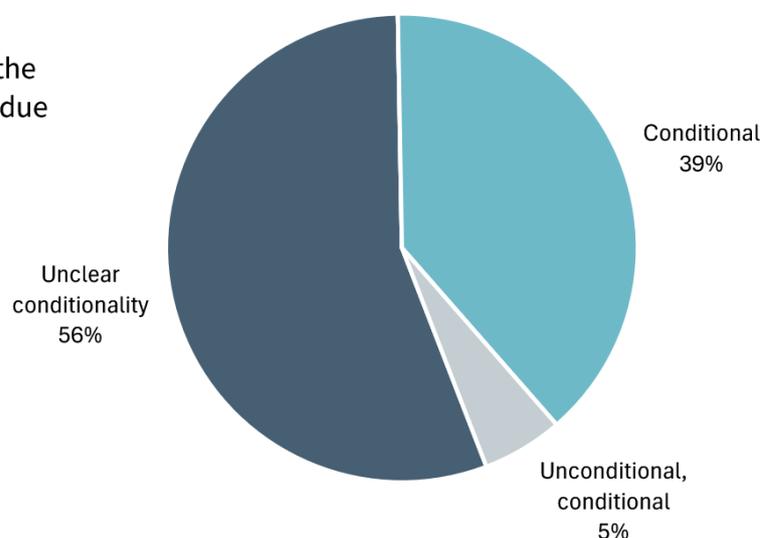
Unclear conditionality of transport adaptation targets

Among the 18 third-generation NDCs that include transport adaptation targets, the conditionality is unclear in the majority of cases (56% of NDCs) due to a lack of explicit information (Figure 16). Many countries appear to place less emphasis on adaptation targets than on mitigation targets in their NDCs, for which conditionality and finance needs are more frequently specified.

Conditional adaptation targets are included in 39% of NDCs, while 5% feature a combination of conditional and unconditional targets. No exclusively unconditional transport adaptation targets are identified. This highlights the critical importance of adaptation finance and international support to ensure the resilience of transport systems worldwide.

Figure 16: Conditionality of transport adaptation targets

The conditionality of transport adaptation targets is unclear in the majority of cases (56% of NDCs) due to a lack of explicit information.



6.2 Adaptation actions

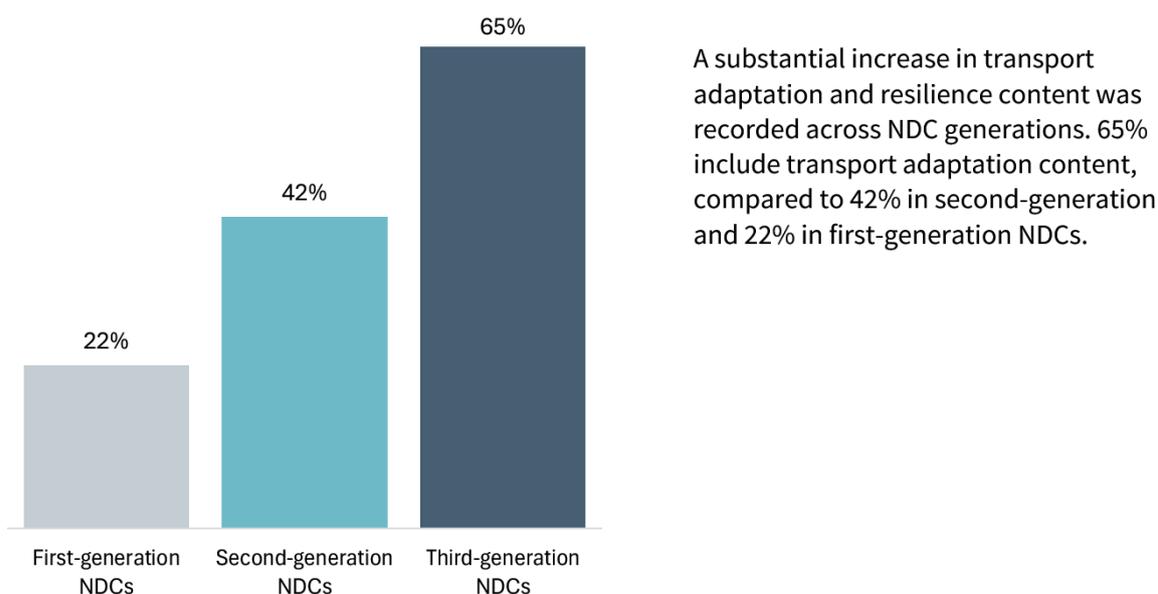
Progress on transport adaptation actions

Climate change poses a high risk of asset losses, with transport infrastructure facing some of the most severe potential impacts. Across all regions and income groups, the transport sector is extremely vulnerable to climate-related disruptions.⁴⁵ Reflecting this exposure, transport adaptation has grown significantly in third-generation NDCs compared to previous generations.

As of 15 January 2026, the 110 third-generation NDCs include more transport adaptation targets and actions than all 154 second-generation NDCs combined (225 actions vs. 178 actions in second-generation NDCs).

First-generation NDCs were strongly skewed towards mitigation, with countries primarily outlining economy-wide GHG emission reduction targets and related actions. At COP24 in Katowice, Poland, in 2018, Parties called for enhanced attention to adaptation and resilience in second-generation NDCs. This led to a substantial increase in adaptation content. As of 15 January 2026, 65% of third-generation NDCs include transport adaptation content, compared to 42% in second-generation and 22% in first-generation NDCs (Figure 17).

Figure 17: Transport adaptation per NDC generation



In total, 225 actions are identified across 110 third-generation NDCs. On average, 2.1 transport adaptation actions are featured per third-generation NDC, nearly double the average observed in second-generation NDCs (Figure 18).

Figure 18: Transport adaptation actions across NDC generations

0.4	1.2	2.1
transport adaptation actions per first-generation NDC	transport adaptation actions per second-generation NDC	transport adaptation actions per third-generation NDC

In many cases it is more difficult to identify transport adaptation and resilience actions than mitigation actions because adaptation content often refers to infrastructure and human settlements without directly referring to transport. Actions with a transport reference in the NDC were captured. Thus, there might be very likely more commitments that will increase the resilience of transport infrastructure and adapt transport systems to the impacts of climate change.

Low-income countries focus on transport adaptation actions

Transport adaptation and resilience are particularly critical for low- and middle-income countries. Although these countries contribute far less to global emissions than higher-middle- and high-income countries, they face a disproportionately high share of direct damages from climate-induced extreme weather events and natural disasters. 53% of the annual direct damages to transport systems due to natural hazards are estimated to be borne by low- and middle-income countries.⁴⁶

With the exception of Mozambique, all third-generation NDCs submitted by low-income countries feature transport adaptation actions. Mozambique's submission is titled a provisional NDC and does not include sector-specific content, with transport mitigation actions also absent.

General resilience actions continue to dominate

The distribution of identified transport adaptation actions follows a similar pattern in both second- and third-generation NDCs. Most transport adaptation actions are associated with structural and technical adaptation (60% of all adaptation actions) (Table 5). This category includes structural solutions, such as infrastructure development and refurbishment, as well as technical solutions, including risk modelling and climate-resilient transport technologies. The second-largest category, institutional and regulatory adaptation, accounts for 25% of actions and covers measures related to transport planning, regulations, design standards, system redundancy and relocation.

Table 5: Transport actions by adaptation categories

	Number of third-generation NDCs	Percentage	Number of second-generation NDCs	Percentage
Structural and Technical	135	60%	109	61%
Institutional and Regulatory	56	25%	42	24%
Informational and Educational	27	12%	26	15%
Other adaptation and resilience measures	7	3%	1	1%

Adaptation in the transport sector within NDCs has so far been largely limited to infrastructure resilience, with a strong emphasis on climate-proofing roads. Greater effort is needed to strengthen transport system-wide adaptation and institutional capacity. Examples of transport adaptation include:

- Brazil's NDC refers to several adaptation-focused plans and initiatives that are in place or under development, such as the National Adaptation and Mitigation Strategies, AdaptaBrasil and the Green and Resilient Cities Plan.

- Kenya's NDC highlights efforts to adopt guidelines for improved design and construction of climate-proof infrastructure.
- Maldives' NDC commits to enhancing the resilience and climate-proofing of critical transport infrastructure, such as airports and maritime ports, to better withstand extreme weather events and sea-level rise linked to climate change.
- Niue's NDC outlines resource mobilisation for the provision of climate-resilient utilities for road infrastructure, with specific activities focused on comprehensive risk assessments, disaster management plans and integrated village development.

Adaptation actions display a low level of detail

A persistent challenge in transport adaptation content across NDC generations is that most actions remain very general. The NDCs do not tailor activities to specific transport activities (freight and/or passenger transport) or to specific modes (buses, cars, cycling, trucks, rail, walking, etc.). This can largely be explained by the strong focus on infrastructure-related adaptation measures, which typically serve multiple transport modes and can be used for both passenger and freight transport.

For countries to receive support, more concrete and detailed activities would be beneficial. Detailed articulation of intended actions would also enable finance institutions and other stakeholders to engage more effectively.

7 Transport financing needs

Transport receives large share of climate finance

The global climate finance landscape reached USD 1.9 trillion in 2023. Transport was the second-largest recipient of climate finance, receiving USD 545 billion (29%). Half of transport-related climate finance in 2023 went to high-income countries, and the majority (77%) was directed towards road transport, followed by rail and public transport (23%). To support a transition to a low-carbon transport system, low- and middle-income countries (excluding China) will need to invest at least USD 575 billion per year by 2030.⁴⁷

The 2024 United Nations Climate Change Conference in Baku, Azerbaijan (COP29) represented a missed opportunity to set a new, ambitious climate finance target aligned with sectoral needs, including transport. High-income countries pledged to contribute USD 300 billion by 2035 to low- and middle-income countries, starting in 2026, formally referred to as the New Collective Quantified Goal on Climate Finance.⁴⁸

Financing needs are rarely featured

NDCs are an important tool for countries to outline their finance needs. Previous chapters of this report discussed the conditionality of targets, but many of the envisioned actions will also require climate finance and other financing streams.

However, not all countries make full use of NDCs to articulate their financial needs, and many fail to outline them altogether. While the NDC Transport Tracker does not structurally track finance needs stated in NDCs, a scan of third-generation NDCs shows that at least 53 submissions outline financial needs for planned adaptation and mitigation activities. Among these 53 NDCs, 21 (39%) provide a detailed breakdown of transport-related financial needs.

The reasons for this are likely multifaceted. Countries may lack the capacity to fully assess the scale of investments required to implement their ambitions, or they may not yet have developed clear implementation plans, which would typically be accompanied by detailed financial planning.

Examples of NDCs with high-level financial figures

The examples above illustrate that the transition towards sustainable, low-carbon transport requires substantial investment volumes. Several NDCs, while providing less detailed breakdowns, still outline significant finance needs for the transport sector:

- Belize's NDC highlights that transport faces the largest funding gap at 95%, compared with an average gap of 75% across all sectors, with transport requiring USD 134 million out of total investment needs of USD 609 million (22%).
- Burkina Faso estimates total adaptation and mitigation costs at USD 7,758 million, of which transport accounts for USD 446 million for mitigation and USD 18 million for adaptation.
- Kazakhstan's NDC indicates that transport mitigation actions represent 48% of mitigation-related investment costs but deliver only 2% of total emission reductions.

- Morocco's NDC reports that transport accounts for 23% of total mitigation costs.
- Nauru features in their NDC an Electric Mobility Roadmap 2030 which will require investments of USD 12.4 million and result in a reduction of fuel consumption by 26.4% and CO₂ emission reductions in the road transport sector by 20.7%.
- Pakistan's NDC estimates transport costs of USD 57 million by 2030 and USD 92.6 million by 2035.
- Somalia's NDC outlines transport investments of USD 63.7 million to support cleaner fuels, electric and energy-efficient tuk-tuks, and improvements in public transport.

Chile and Zimbabwe provide examples of NDCs that only specify adaptation costs by sector:

- Chile's NDC indicates costs of USD 3.74 million for transport adaptation, out of USD 603.53 million for all adaptation investments.
- Zimbabwe's NDCs mentions that climate resilient infrastructure standards will cost USD 160 million, out of a total of USD 10,310 million.

Examples of NDCs with detailed breakdowns

Some third-generation NDCs point out the finance volumes for their envisioned transport actions in great detail:

- Angola's NDC pursues specific projects:
 - USD 2.3 million for 100 electric cars (unconditional).
 - USD 80 million for 422 electric buses (conditional).
 - USD 360 million for a modal shift from car to rail transport (targeting 800,000 passenger-kilometres per day) (conditional).
- Costa Rica's NDC provides detailed information on planned projects in the transport sector. Altogether, the comprehensive package of measures is estimated to cost USD 8.091 billion. The majority of this funding is expected to come from domestic sources, with only a small share dependent on international financial support. Among the measures are:
 - USD 6.185 billion in sustainable logistics.
 - USD 840 million in freight rail.
 - USD 800 million in electric passenger rail.
- Rwanda's NDC estimates that their transport actions will cost in total USD 1,555 million (13% of their total finance needs across adaptation and mitigation):
 - USD 640 million for resilient roads.
 - USD 497 million for modal shift activities (bus rapid transit and active mobility infrastructure).
 - USD 418 million for e-mobility.
- Sierra Leone provides a detailed breakdown, even showing the capital expenditure and operational expenditure. A mix of finance instruments will be utilised.

- USD 40 million for electric buses.
- USD 103 million for electric kekehs.
- USD 24 million for fuel efficiency standards.
- Thailand focuses its transport-sector activities on e-mobility and hydrogen, resulting in estimated transport investment costs of USD 5 billion. This is the highest investment requirement among all sectors, representing 71% of the total investment costs of the NDC.
 - USD 888 million for hydrogen trucks, USD 120,000 for hydrogen ship cargo, USD 180,000 for hydrogen-powered ferry and cruise ships and USD 320 million for hydrogen-powered trains.
 - USD 924 million for electric trucks (80,000 units), USD 1,680 million for electric intercity buses (5,000 units) and USD 1,218 million for electric boats (2,000 vessels).
- Tonga pursues several transport initiatives with total investment needs ranging between USD 68 and 92 million³:
 - USD 4 to 6 million for Initiative 1: Structural and regulatory measures around vehicle import standards, tariff/duty adjustments, full compliance and a MRV system.
 - USD 15 to 22 million for Initiative 2: Demand side and behavioural measures through the Nuku'alofa Sustainable City, smart public transport pilots and fuel economy programme, bans of idle vehicles and trainings.
 - USD 33 to 42 million for Initiative 3: Technology and fuel switching, covering 5% biodiesel blending, e-mobility for government vehicles and public transport vehicles
 - USD 16 to 20 million for Initiative 4: Maritime efficiency and electrification through ship efficiency programmes, multi-hull pilots and maritime electrification
- Vanuatu's NDC lays out the finance needs for each action, in total requiring USD 49 million (9% of total USD 542 million for mitigation):
 - USD 30 million for 10% improvement in transport (land and marine) energy efficiency, including tourism transport.
 - USD 1.75 million for engagement with the Pacific Blue Shipping Partnership pursuing a commitment of a 100% carbon-free maritime transport sector by 2050
 - USD 11.5 million for the introduction of electric buses for public transport (10% of total public buses), electric cars (10% of government fleet) and for 1,000 electric two- and three-wheelers.
 - USD 3.5 million for blending of diesel with biodiesel (including coconut biofuel) for use in transportation to more than 20% by 2035.
 - USD 0.75 million for the implementation and enforcement of the fuel and vehicle emission standards.
 - USD 1.5 million for safe walking, cycling and micro-mobility.

³ The sum of the listed initiatives amounts to USD 90 million; however, it is unclear how the remaining USD 2 million are allocated. The values are taken directly from Tonga's NDC.

Overall, these examples demonstrate that, while transport is a major recipient of climate finance, current levels remain insufficient relative to the scale of need. Additional investments and funding sources beyond climate finance will be essential to place the transport sector on a credible decarbonisation pathway.

8 NDCs and transport: A missed chance for 1.5°C?

Incremental progress, but no transformational change

The third generation of NDCs marks a clear step forward in recognising the central role of transport in climate mitigation and adaptation, but it does not yet represent the level of transformation required to align the sector with a 1.5°C pathway.

Compared to previous NDC generations, more countries now explicitly reference transport, include transport-specific targets and outline actions, all linked to wider benefits and development priorities.

Yet, most commitments build on existing trajectories rather than signalling a fundamental shift in how transport systems are planned, implemented and financed. As a result, current ambition falls short of what is needed to deliver deep and sustained emissions reductions by 2035.

Transport action in NDCs is technology driven, not climate driven

The analysis of transport actions shows a clear and growing emphasis on technology-led mitigation, particularly e-mobility and vehicle efficiency improvements. These actions are important and represent progress across regions and income groups.

However, it is essential to focus actions on reducing transport demand and shifting travel towards more efficient modes to effectively reduce emissions. Ambitions to expand public transport, promote active mobility and integrate transport with land-use planning are mentioned less frequently and often lack scale. This imbalance suggests that many countries continue to prioritise cleaner vehicles over broader system transformation.

Key transport segments remain insufficiently addressed in the third-generation NDCs. Freight transport, informal transport and long-distance modes such as aviation and shipping are often treated unevenly or without clear mitigation pathways.

Despite mounting evidence of climate impacts on transport infrastructure and services, transport adaptation is not adequately addressed, while NAPs are taking on a more prominent role in reporting national ambition and resilience efforts. Adaptation commitments are often framed in broad or general terms, ignoring mode-specific needs and opportunities. Given the long lifetimes of transport infrastructure and its central role in economic and social systems, failure to adequately address resilience today will lock in vulnerabilities for decades to come.

Closing the gap to 1.5°C

While incremental improvements were identified, the pace and scale of change outlined in most third-generation NDCs remain insufficient given the urgency of reducing transport emissions and building resilience to climate impacts.

However, while third-generation NDCs have shifted projected global warming from 2.6–2.8°C to 2.3–2.5°C, ambition remains far below what is required to meet the 1.5°C goal. Rather than the current incremental progress, which would deliver only a 12% reduction in emissions by 2035 compared with 2019 levels, transformational change is needed to nearly halve emissions (46% below 2019 levels).⁴⁹ As highlighted by the Climate Action Tracker, the gap between current country commitments and the 1.5°C pathway is widening rather than closing.⁵⁰

The third generation of NDCs represents a critical opportunity to close this gap. This will require clearer and longer-term transport emission targets, a stronger balance between technology deployment and demand-side measures, greater attention to underrepresented modes and a more robust integration of adaptation, finance and implementation frameworks. Without these shifts, transport risks remaining a structural constraint on global climate ambition.

The analysis reveals that many transport targets are conditional on international support. Without a significant scaling up of accessible finance for transport, particularly in low- and middle-income countries, many of the commitments outlined in NDCs risk remaining aspirational rather than actionable.

Thus, international cooperation will be decisive. The strong conditionality of transport targets underscores the need to mobilise finance, technology and capacity-building support at scale. The Brazil COP30 and Australia COP31 Presidencies launched the Global Implementation Accelerator and the Belém Mission to 1.5°C as voluntary cooperative platforms. These initiatives aim to support countries willing to raise ambition and accelerate implementation in NDCs and NAPs. They can strengthen sectoral roadmaps while also fostering integrated, cross-sectoral nexus approaches. In particular, closer alignment between transport and energy will be essential to maximise emissions reductions, accelerate electrification and ensure that e-mobility is powered by renewable energy. Leveraging these frameworks effectively will be key to moving beyond incremental progress and placing transport on a pathway consistent with the 1.5°C goal.⁵¹

Guidance on enhanced sustainable transport

Approaches on how to enhance transport in third-generation NDCs have been released by several organisations. The International Transport Forum shared a guide on integrating transport in NDCs.⁵² SLOCAT outlined a five-point plan for transport in new NDCs.⁵³ The United Nations Economic Commission for Europe supports ambitions on land transport through a submission template.⁵⁴

To further enhance specific transport modes in NDCs, several organisations have released guidance documents. As of January 2025, guidance documents are available for active transport by the Partnership for Active Travel and Health, informal transport by GNPT, public transport by UITP and rail by UIC. GIZ developed a collection of good practices from the transport sector that are supposed to bring new ideas and enhanced ambition to the NDCs.⁵⁵ These, along with more general guidance documents, are available through the NDCs Library by SLOCAT.⁵⁶

In sum, third-generation NDCs signal meaningful progress but also make clear that current efforts are not yet on track for 1.5°C. Transport remains both a major challenge and a powerful opportunity. Seizing that opportunity will require more ambitious targets, more integrated policy approaches and stronger international support to ensure that sustainable, resilient and equitable transport systems become a reality worldwide.

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10 Annexes

10.1 Transport GHG emission mitigation targets in third-generation NDCs

Overview of third-generation NDCs with transport GHG mitigation targets as of 15 January 2026:

Country	Targeted reductions in transport emissions	Type of target
Andorra	50% below business-as-usual levels in domestic transport emissions by 2030	Unclear conditionality
Bangladesh	7.74% (2.32 million tonnes, unconditional) and 14.03% (4.21 million tonnes, conditional) below business-as-usual levels by 2035	Unconditional, conditional
Belize	127 gigagrams of CO ₂ equivalent less by 2030 and 312 of CO ₂ equivalent by 2035	Conditional
Botswana	429 gigagrams of CO ₂ equivalent less by 2030 (of which 146.78 gigagrams are conditional)	Unconditional, conditional
Burkina Faso	1,464.97 gigagrams of CO ₂ equivalent less by 2030 (unconditional: 691.97 gigagrams of CO ₂ eq, conditional: 773); 2,358.33 gigagrams of CO ₂ equivalent less by 2035 (unconditional: 1,086.33; conditional: 1,272); 3,763.49 gigagrams of CO ₂ equivalent less by 2050 (unconditional: 3,378.57; conditional: 7,142.06)	Unconditional, conditional
Chile	Peak by 2030	Unclear conditionality
El Salvador	313 kilotonnes CO ₂ equivalent (unconditional) and 618 kilotonnes CO ₂ equivalent (conditional) below business-as-usual levels by 2035	Unconditional, conditional
Eswatini	96.61 kilotonnes CO ₂ equivalent below business-as-usual levels by 2035	Conditional
European Union	55% CO ₂ emission reduction below 2021 baseline for new cars, 50% for new cars by 2030 and 100% by 2035; 45% reduction for new heavy-duty vehicles by 2030, 65% by 2035 and 90% by 2040; urban buses aim for 90% reduction below 2019 levels by 2030 and 100% by 2035.	Unconditional
Fiji	14% emissions reduction in road transport, 40% in domestic maritime transport and 10% in domestic aviation transport by 2035 against the business-as-usual scenario.	Conditional
Guinea	20% reduction in GHG emissions by 2035	Unclear conditionality

Country	Targeted reductions in transport emissions	Type of target
Kazakhstan	8.11% below 1990 levels by 2035 (reduction of 2.11 million tonnes CO ₂ equivalent)	Conditional
Liberia	15% below business-as-usual levels by 2035	Conditional
Marshall Islands	40% below 2010 levels in domestic shipping emissions by 2030 and complete decarbonisation by 2050	Unclear conditionality
Mauritania	4.34 gigagrams of CO ₂ equivalent avoided by 2030, 5.39 by 2035 and 7.75 by 2050 (unconditional); 5.03 gigagrams of CO ₂ equivalent avoided by 2030, 14.77 by 2035 and 21.22 by 2050 (conditional)	Unconditional, conditional
Mauritius	30 gigagrams of CO ₂ equivalent avoided by 2035	Conditional
Nauru	50% reduction in CO ₂ per tonne-kilometre for new ships by 2050	Conditional
Nepal	1,426.22 gigagrams of CO ₂ equivalent less by 2030 and 2,731.57 gigagrams of CO ₂ equivalent by 2035	Conditional
Republic of Moldova	52% below 1990 levels by 2030	Unconditional
Saint Lucia	22% below 2010 levels by 2035 in transport and energy	Unconditional
Samoa	2.68 Gigagrams CO ₂ equivalent below 2020 levels by 2035 (focused on land and maritime transport)	Conditional
Seychelles	30% reduction of emissions by gasoline vehicles in 2035	Unclear conditionality
Sierra Leone	16.2% below business-as-usual levels by 2035 (resulting in an increase of annual transport emissions from 251.5 gigagrams of CO ₂ in 2030 to 534.5 gigagrams of CO ₂ in 2035)	Conditional
Solomon Islands	14.1 kilotonnes of CO ₂ reduced a year by 2035 (land transport) and 16.6 kilotonnes of CO ₂ reduced a year by 2035 (maritime transport)	Conditional
Somalia	33% below business-as-usual levels by 2035	Unclear conditionality
Sri Lanka	4.8% below business-as-usual levels by 2035 (1.5% unconditional, 3.3% conditional)	Unconditional, conditional
Switzerland	41% below 1990 levels by 2035, 57% by 2040 and 100% by 2050	Unconditional
Thailand	22.6 million tonnes CO ₂ equivalent reduced by 2035 compared to 2019 levels	Conditional
Tonga	26 gigagrams of CO ₂ equivalent by 2030 and 45 gigagrams of CO ₂ equivalent by 2035 below 2006 levels	Conditional

Country	Targeted reductions in transport emissions	Type of target
United Arab Emirates	20% below 2019 levels by 2035, reaching 24.2 million tonnes of CO ₂ equivalent	Unconditional
Vanuatu	312.6 kilotonnes of CO ₂ equivalent below business-as-usual levels by 2035 and 100% carbon-free maritime transport by 2050	Conditional
Venezuela	50% below 2022 levels by 2030 (airport ground operations) and 25% below 2022 levels by 2030 (maritime transport)	Unclear conditionality

10.2 Transport adaptation targets in third-generation NDCs

Overview of all third-generation NDCs with transport adaptation targets as of 15 January 2026:

Country	Transport adaptation targets	Type of target
Armenia	<ul style="list-style-type: none"> Ensure that 100% of national infrastructure projects incorporate climate proof planning by 2035, integrating resilience criteria into all new public infrastructure. 	Unclear conditionality
Burundi	<ul style="list-style-type: none"> Promote electric mobility - Number of laws passed and enacted – 10 (unconditional); 100 (conditional) by 2035. Develop infrastructure for non-motorised transport in Bujumbura - Number of kilometres developed – 67 (unconditional); 1,278 (conditional) by 2035. Develop infrastructure for non-motorised transport - Number of kilometres developed – 371 (unconditional); 7,143 (conditional) by 2035. Develop the transport corridor on Lake Tanganyika = Number of ports developed and boats acquired - 3,118 (unconditional); 59,234 (conditional) by 2035. 	Conditional, unconditional
Cambodia	<ul style="list-style-type: none"> Apply climate-proofing standards to 5,000 km of repaired roads by 2035. Apply such standards to 300 km of new national road construction by 2035. Equip 5% of 300 km of new national road construction with green belts by 2035. 	Unclear conditionality
Chile	<ul style="list-style-type: none"> Develop and implement a methodological framework on climate resilience for all new urban projects (roads, parks, and public spaces) by 2030. Incorporate nature-based solutions into transport infrastructure planning instruments and projects by 2030. Incorporate climate resilience criteria to 50% of new public infrastructure and infrastructure that has been damaged by climate events by 2035. 	Unclear conditionality
Côte D'Ivoire	<ul style="list-style-type: none"> Ensure resilience of 60% of infrastructure (new or repaired) in risk areas by 2035. 	Unclear conditionality

Country	Transport adaptation targets	Type of target
Eswatini	<ul style="list-style-type: none"> Limit the number of destroyed or damaged critical infrastructure facilities (including roads and crossings) to 30 per year by 2035. 	Unclear conditionality
Ethiopia	<ul style="list-style-type: none"> By 2035, the plan seeks to raise the percentage of major transportation infrastructure that takes climate change into account from 50% in 2025 to 100%. 	Unclear conditionality
Lesotho	<ul style="list-style-type: none"> Revise and strengthen standards to climate proof roads and critical public infrastructure, aiming for 10 climate proof codes revised by 2025. 	Unclear conditionality
Liberia	<ul style="list-style-type: none"> Design and implement green-grey infrastructure approaches along 60% of Liberia's highly vulnerable coastline by 2035. By 2035, ensure that all major highways are climate-resilient and are adequately maintained withstanding climate-induced disaster events such as floods, erosion, etc. Establish a national system to monitor climate-related transport impacts by 2035, integrating GIS, mobile reporting, and community feedback. 	Conditional
Mauritius	<ul style="list-style-type: none"> Upgrade 100 km of roads and drains to flood-resilient standards by 2030, and 250 km by 2035. 	Conditional
Nepal	<ul style="list-style-type: none"> Embed climate-resilient planning in transport infrastructure projects and equip all major highways with early warning systems by 2030. 	Unclear conditionality
Paraguay	<ul style="list-style-type: none"> By 2030, develop at least two road projects that incorporate risk and/or climate change assessment in their pre-feasibility stage, integrating measures to adapt to and reduce vulnerability to extreme events. By 2030, improve navigability conditions through at least two dredging projects on the Paraná and Paraguay rivers, improving Paraguay's access to international trade. 	Conditional
Rwanda	<ul style="list-style-type: none"> Reduced length (km) of roads vulnerable to landslides. Baseline: 67,683 (2022). Target 2030: 384 km. 2035: -. % of population conveying with public transportation (total/urban/rural). Baseline: 21. Target 2030: 23. 2035: 24. Number of pilot early warning systems developed (flood, lightning, windstorms, forest fires). Baseline: 2. Target 2030: 22. 2035: 22. 	Conditional
Sao Tome and Principe	<ul style="list-style-type: none"> Rehabilitate 50% of roads and bridges in high-risk areas with climate-proof designs and materials by 2035. Replace 75% of wooden boats with fibre boats, ensuring greater safety and durability in adverse weather conditions, while also contributing to the reduction of wood used for boat construction by 2035. 	Conditional
Solomon Islands	<ul style="list-style-type: none"> Repair, replace or built 46 wharves and jetties by 2035. 	Unclear conditionality
Suriname	<ul style="list-style-type: none"> Mandate climate risk screening for 100% of new major public and private infrastructure projects using a national 	Conditional

Country	Transport adaptation targets	Type of target
	<p>standardized tool to prevent the creation of new vulnerabilities by 2035.</p> <ul style="list-style-type: none"> • Strengthen capacity for climate-resilient infrastructure design by training and certifying 300 professionals (engineers, architects, planners) in climate-resilient and low-emission design by 2035. • Upgrade and climate-proof at least 150 km of the most climate-vulnerable primary road segments to ensure national connectivity and supply chain security during extreme weather by 2035. • Enhance and diversify transport modalities by reactivating/upgrading 3 key inland ferry systems to create resilient alternatives to climate-vulnerable road networks by 2035. 	
Vanuatu	<ul style="list-style-type: none"> • Ensure the delivery of essential services (among which is transport) to all people affected by climate displacement, including migrants and host communities by 2035. 	Conditional
Zambia	<ul style="list-style-type: none"> • Rehabilitate 50 km of tramways, electrify 30% of railway lines, modernise 2,132 km of railway infrastructure (1,248 km Zambia Railways and 884 km Tazara Railways) by 2030. 	Unclear conditionality

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