



CLIMATE GOVERNANCE ARCHITECTURE IN UKRAINE – KEY TRENDS AND DEVELOPMENT PROSPECTS

EXPERT ANALYSIS

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Address

Postcode and town, country T +49 61 96 79-0

F +49 61 96 79-11 15

E info@giz.de

I www.giz.de/en

Legal address:

01004, Kyiv,

16B Antonovycha str., +38 044 594 07 60

+38 044 594 07 64 www.giz.de/ukraine-ua

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LIST OF ABBREVIATIONS

ATC	Amalgamated Territorial Communities
CBAM	Carbon Border Adjustment Mechanism
CEB	Central Executive Body
Climate Law	the Law of Ukraine "On the Fundamentals of State Climate Policy"
CMU	Cabinet of Ministers of Ukraine
COP	Conference of the Parties to the UNFCCC
EGD	European Green Deal
ETS	Emissions Trading System
GHG	Greenhouse Gases
LT-LEDS	Long-term Strategy for Low-Carbon Development of Ukraine
LULUCF	Land Use, Change of Land Use, and Forestry
Ministry of Economy	Ministry of Economy, Environment and Agriculture of Ukraine
Ministry of Energy	Ministry of Energy of Ukraine
Ministry of Environment	Ministry of Environmental Protection and Natural Resources of Ukraine
MRV	Monitoring, reporting, and verification of greenhouse gas emissions
NDC	Nationally Determined Contribution to the Paris Agreement
NDC2	2nd Nationally Determined Contribution to the Paris Agreement
NECP	National Energy and Climate Plan
NSDC	National Security and Defense Council of Ukraine
RES	renewable energy sources
SECAP	Sustainable Energy and Climate Action Plan
UNFCCC	United Nations Framework Convention on Climate Change
VRU	Verkhovna Rada of Ukraine (the Parliament)

INTRODUCTION

Climate change and adaptation to climate change sit high on Ukraine's political agenda. On the one hand, this is due to Ukraine's international and European integration commitments, which contribute to the development of policies and legislation. On the other hand, climate issues will play a special role in the post-war reconstruction of Ukraine and are of concern to ordinary citizens due to their impact on daily life and health. These factors give climate change issues a practical dimension – adoption of strategies and laws must be followed up by their implementation in real life.

Over the past two years, despite the war, there have been many positive changes in Ukraine's climate policy and legislation. They include the adoption of a framework climate law, a climate strategy, a National Energy and Climate Plan, a plan to implement the ETS in Ukraine, the work on an updated nationally determined contribution. Maintaining this momentum is very important given Ukraine's ambitious plans to become an EU member state as soon as possible. This requires both harmonizing all of Ukraine's climate legislation with the EU acquis in the field of climate change and applying the adopted legislation in practice.

Robust and effective institutions are necessary to ensure adequate climate governance architecture. Given the recent changes that have taken place in connection with the liquidation of the Ministry of Environmental Protection and Natural Resources of Ukraine, there is a risk that climate issues will be deprioritized on the political agenda.

For the purposes of this paper, climate governance architecture is a system of principles, rules, and processes for making and implementation of state climate policy.¹

The purpose of this document is to analyze the current state of climate governance architecture in Ukraine, identify key trends, achievements, and gaps, and offer recommendations on how to make climate governance architecture in Ukraine effective and efficient.

The document consists of three main sections:

- I. The climate governance architecture system in Ukraine, which illustrates the current political context, principles, and key processes.
- II. The legislative framework and commitments at the international, national, and local levels.
- III. The institutional structure of climate governance architecture at the national, regional, and local levels.

¹ Climate Governance Architecture – Concept and General Characteristics. Analytical Note. September 2022. <https://rac.org.ua/klimatychna-polityka-ukrayiny/arhitektura-klimatychnogo-vryaduvannya-ponyattya-ta-zagalna-harakterystyka/>

SECTION 1. Climate Governance Architecture in Ukraine.

1.1 POLITICAL CONTEXT

The term “climate governance architecture” came into use in Ukraine during the country’s active efforts towards implementing the goals and objectives of the European Green Deal (EGD) with its ambitious goal of achieving climate neutrality in Europe by 2050. In particular, climate governance architecture is mentioned in the joint statement by Ukraine and the EU following the 7th meeting of the Association Council in 2021.²

It is during that period that concepts such as climate neutrality and decarbonization started to be injected into national policy and legislation. In this context, it is worth mentioning Ukraine’s National Economic Strategy 2030³, which for the first time set the goal of Ukraine achieving climate neutrality by 2060, as well as the issues of decarbonization and the development of the digital economy and mentioned the EU’s intentions to introduce CBAM.

Russia’s full-scale invasion of Ukraine in February 2022 hindered Ukraine’s ambitious plans to implement the EGD in Ukraine, including the development and implementation of climate policy.

Experts note **the impact of war on the environment and the increase in greenhouse gas emissions**. According to the results of the study “The Impact of the Russian War in Ukraine on Climate. February 24, 2022 – February 23, 2025,” greenhouse gas emissions caused by hostilities, reconstruction of buildings, landscape fires, damage to energy infrastructure, the displacement of refugees, and civil aviation increased by 30% or 55 million tons of CO₂ eq. during the third year of the war, reaching 230 million tons of CO₂ eq. since the start of the full-scale invasion on February 24, 2022.⁴

Ukraine’s gaining of **EU candidate status** and the EU’s support for Ukraine’s reconstruction have provided impetus for the development of climate policy, particularly in the context of achieving climate neutrality. Thus, the Report on Ukraine’s progress within the framework of the 2023 EU Enlargement Package drew attention to the need to align the national climate strategy and climate legislation with the EU’s climate and energy policy 2030, in particular with certain legislative acts within the framework of “Fit for 55” package (which are part of the EGD legislative initiatives).⁵ The 2024 report notes some progress made by Ukraine in climate policy in connection with the adoption of the framework law on state climate

² Joint statement following the 7th meeting of the Association Council between Ukraine and the EU. <https://www.kmu.gov.ua/news/spilna-zayava-za-rezultatami-7-go-zasidannya-radi-asociaciyi-mizh-ukrayinoyu-ta-yes>

³ On approval of the National Economic Strategy 2030. Resolution of the Cabinet of Ministers of Ukraine No. 179 dated March 3, 2021. <https://zakon.rada.gov.ua/laws/show/179-2021-%D0%BF#Text>

⁴ The impact of the Russian war on the climate in Ukraine. <https://ecoaction.org.ua/wp-content/uploads/2025/02/vplyv-ros-viyny-v-ukraini-2022-23-02-2025s.pdf>

⁵ Ukraine 2023 Report. Accompanying the document Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. 2023 Communication on EU Enlargement policy. https://enlargement.ec.europa.eu/document/download/bb61ea6d-dda6-4117-9347-a7191ecef3f_en?filename=SWD_2023_699%20Ukraine%20report.pdf

policy. Nevertheless, the recommendations include a number of climate-related issues, in particular the development and adoption of a more ambitious nationally determined contribution and the updating of the long-term low-carbon development strategy.⁶

Climate issues are an important part of **the negotiation process**. A large section of Chapter 27, “Environment and Climate Change” deals with climate change, covering issues such as the European Climate Law, governance regulation, emissions trading system, Social Climate Fund, land use, change of land use, and forestry.

The EU Enlargement Report on Ukraine notes the progress made in the field of climate change, in particular in connection with the adoption of the National Energy and Climate Plan and the Climate Law. Nevertheless, the report contains a number of recommendations that the government needs to take into account in the process of developing and implementing climate policy. These include, among other things, the implementation of the National Energy and Climate Plan, the preparation and submission of a new, more ambitious NDC, the updating of the low-carbon development strategy, the introduction of an effective carbon pricing mechanism, and ensuring the mainstreaming of environmental and climate issues.



The Ukraine Plan, developed and adopted to implement the provisions of the Ukraine Facility Regulation, is an important tool for promoting reforms at the national level, both in the context of European integration and the reconstruction of Ukraine, as well as for obtaining appropriate funding from the EU on a “money for reforms” basis. The Ukraine Plan declares that the transition to climate neutrality and compliance with the Paris Agreement are key aspects and, therefore, an important part of the Plan.

It is expected that the implementation of priorities and projects under Ukraine Plan in the area of “Green Transition and Environmental Protection” (Reform 2 “Climate Policy”) will ensure the implementation of environmental and climate policy in line with Ukraine’s European integration development path, in particular the EGD.

The Plan features the following key indicators:

In the area of climate policy:

- 1) Adoption of the Law of Ukraine “On the Fundamentals of State Climate Policy” – Q1 2025 (already adopted).
- 2) Approval of the Regulations on the Scientific and Expert Council on Climate Change and Ozone Layer Preservation – Q4 2025 (under development).
- 3) Approval of Ukraine’s 2nd Nationally Determined Contribution to the Paris Agreement – Q3 2025 (under development).

⁶ Ukraine 2024 Report. Accompanying the document Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of Regions. 2024 Communication on EU enlargement policy. https://enlargement.ec.europa.eu/document/download/1924a044-b30f-48a2-99c1-50edeac14da1_en?filename=Ukraine%20Report%202024.pdf&fbclid=IwZXh0bgNhZW0CMTAAynJpZBExZWVmVXNiYzhIVWFteVnJTWEE1N35B-lm7RDykvWm0GeadCeNO_gac-PYk-EoFamzcbJaqTjtcEuw6AoUHNo_aem_Qoi5ko-vjzr_8TZY4CdKHQ

⁷ Ibid.

In the area of “Market mechanisms for carbon pricing”:

- 4) Approval of the Action Plan for the creation of a national greenhouse gas emissions trading system – Q1 2025 (adopted).
- 5) Reinstatement of the mandatory MRV system – Q2 2025 (reinstated).

As we can see, three of the five indicators set out in Ukraine’s Plan have already been achieved, and the other two are in the process of being implemented. This demonstrates the effectiveness of the approach set out in Ukraine’s Plan, but the Plan features only a very limited number of measures, often overlooking the systemic reforms necessary to build an effective climate governance architecture in Ukraine.

A new factor influencing the development of climate governance architecture in Ukraine will be **a change in the institutional structure**, namely the liquidation of the Ministry of Environmental Protection and Natural Resources of Ukraine and the transfer of climate change functions from the Ministry of Environmental Protection to the newly created Ministry of Economy, Environment and Agriculture of Ukraine⁸. Most likely, such changes in the distribution of powers will not be conducive to prioritizing climate and environmental issues on the agenda of the Ministry of Economy, Environment and Agriculture and the Government as a whole.

The new Government of Ukraine presented its priorities in August 2025. The priorities in the area of climate change include emissions trading system, the second NDC, Scientific and Expert Council on Climate Change and Ozone Layer Preservation, and CBAM. The government plans to agree with the EU, by the end of the year, on a CBAM derogation with a view to protect national producers, largely the steelmakers, and a gradual CBAM application to Ukraine from 2027. Draft law of Ukraine on ETS shall be submitted to the VRU this year, too.

In the process of making and implementing state climate policy, it is important to take into account the fact that **ordinary Ukrainians** understand the issues of climate change and feel the impact of climate change on their lives and well-being. Most Ukrainians believe that climate change is a serious problem (55.6%), and one third believe it is extremely serious (10 on a scale of 1 to 10). Only 7% do not consider climate change to be a significant problem.¹⁰

Virtually all residents of Ukraine personally observe the impact of climate change on their locality. The most noticeable impacts include higher temperatures in summer and winter, and extremely high temperatures. Extremely low temperatures are virtually unnoticeable. The greatest personal impact they feel is on their health. In addition, people feel an increased need for cooling, have experienced partial or complete crop losses due to extreme weather events, the impact of forest fires, lack of fresh water, including drinking water, and floods.

⁸ Certain matters of the Ministry of Economy, Environment and Agriculture. Resolution of the Cabinet of Ministers of Ukraine No. 903 of July 21, 2025. <https://www.kmu.gov.ua/npas/deiaki-pytannia-ministerstva-ekonomiky-dovkillia-ta-silskoho-t210725>

⁹ <https://priorities.gov.ua/>

1.2 PRINCIPLES OF CLIMATE POLICY

For the proper functioning of the climate governance architecture in Ukraine, it is important not only to establish but also to implement climate policy principles that ensure that such policies are based on all **five principles of good climate governance**.

Similarly, with good governance, climate policy should be based on the following principles: openness (transparency), participation, accountability, effectiveness, and coherence. It should be noted that it is important for democratic institutions to comply with all principles comprehensively, as it is impossible to ensure compliance with one principle while ignoring all others. For example, ensuring the participation of all stakeholders in the development of climate policy is impossible without ensuring the transparency of the relevant state institutions that provide the public with the necessary information or implement their policies in a clear and effective manner.



The Law of Ukraine “On the Fundamentals of State Climate Policy” took a fairly broad approach to understanding the principles of climate policy. A number of principles relating to proper climate governance, such as **transparency** and **openness**, were enshrined. According to the definition in the law, this means actively involving the public and other stakeholders in making, implementation, monitoring, and evaluation of state climate policy. This also includes the principle of “accountability.” **Accountability** means assessing, monitoring, and informing the public and the international community about climate change mitigation and adaptation.

Nevertheless, a number of established principles are quite broad in nature and scope. These principles include, among others, gender equality in the process of formulating and implementing state climate policy and the transition to low-carbon development; international cooperation; sustainable development; intergenerational justice; innovation; financial support; and others.

Although a number of principles can be applied in a broader context, they are particularly important in the field of climate change and adaptation to climate change. These include **the integration of state climate policy into all sectors of the economy and all areas of state policy**, as well as into state and/or local planning documents regulating the restoration of Ukraine to overcome the consequences of the Russian Federation’s armed aggression against Ukraine, and the principle of “evidence-based” policy.

The principle of just transition is also important in the context of achieving climate neutrality, in particular with regard to ensuring a decent life and income for all workers and communities affected by the transition to low-carbon development and the achievement of climate neutrality.

In sum, the Climate Law establishes a list of 21 principles of climate policy. However, their practical application often requires separate instruments, as well as the interaction of all stakeholders in the process of development and implementing climate policy.

1.3 PROCESSES IN THE CLIMATE GOVERNANCE ARCHITECTURE

The term “processes” for the purposes of this study is rather arbitrary. It is a general term that can include various components in terms of form, object, and content, but they are united by the practical dimension of climate policy — its main instruments, mechanisms, and forms.

Processes may vary over time and depend on the political context, climate policy priorities, needs, financial capabilities, etc. Currently, taking into account the above factors, the following climate governance processes can be identified: strategic planning and forecasting; legislative support; integration of climate change into other policies; accounting and monitoring, reporting, verification of greenhouse gas emissions; adaptation to the effects of climate change; finance and government support; carbon pricing; stakeholder dialogue; scientific support; just transition; international cooperation, etc.

It is important to note that a comprehensive state climate policy must ensure the synchronous implementation of all processes: excessive attention to some processes may leave others aside, undermining the integrity of climate policy and the effectiveness of each individual process.

Strategic planning and forecasting involve setting goals and ways to achieve them based not only on political considerations or ambitions, but also on sound macroeconomic and climate forecasts and modeling. In the European Union, for example, this process mainly takes place within the framework of the development and implementation of joint energy and climate plans, as well as long-term low-carbon development strategies (regulated by Regulation (EU) 2018/1999 on the Governance of the Energy Union and Climate Action).

The key strategic objectives in the field of climate change are defined in a number of strategic documents adopted in recent years. Among them is the Strategy for Development and Implementation of State Climate Change Policy 2035, adopted in 2024. The Strategy sets out a number of important indicators for both climate change mitigation and adaptation.

The Climate Law of Ukraine, adopted in 2024, also sets out a number of Ukraine’s strategic goals, including achieving climate neutrality by 2050, which is in line with the EGD goals. It is also important that Ukraine’s main climate goals are enshrined in law and are legally binding on the state.

Most of the climate targets that Ukraine has to achieve are enshrined in the National Energy and Climate Plan. However, the Plan needs to be updated, which is scheduled for 2025.¹¹

Another important area in the context of strategic planning and forecasting is the development and adoption of Ukraine’s nationally determined contribution to the Paris Agreement. Ukraine’s updated NDC was approved by the CMU Order of July 30, 2021, and submitted to the Secretariat of the UN Framework Convention on Climate Change. Work is currently underway on the development of the 2nd NDC, and its draft has already been presented and passed public discussion. According to Ukraine Plan, the 2nd NDC is to be adopted in Q3 2025.

¹¹ <https://dixigroup.org/vidbulosya-pershe-zasidannya-robochoyi-grupy-z-onovlennya-nacziionalnogo-planu-z-energetyky-ta-klimatu/>

Nevertheless, attention should be paid to the issues of setting targets and forecasting, as currently there are problems with access to reliable data on the situation in various sectors of the economy.

The legislative framework for climate governance processes in Ukraine requires special attention. Among other things, this is due to the need to implement the *acquis communautaire* in the field of climate change in order for Ukraine to become a member of the EU. A significant achievement in this area was the adoption of the Law of Ukraine “On the Fundamentals of State Climate Policy,” which lays down the legal and organizational foundations of state climate policy by establishing climate goals, defining principles, powers of government bodies, etc. Nevertheless, Ukraine must adopt and implement a number of acts to fulfill its European integration commitments.

Greenhouse gas emissions inventory (including monitoring, reporting, and verification) is a necessary process of any climate policy and must be carried out in accordance with the requirements of the UN Framework Convention on Climate Change. Ukraine has a national system for assessing anthropogenic emissions and greenhouse gas absorption. The system was created to comply with the requirements of the Kyoto Protocol and the decisions of the Conference of the Parties to the UN Framework Convention on Climate Change. In particular, it assesses data on anthropogenic greenhouse gas emissions and absorption and prepares and submits a national inventory of anthropogenic greenhouse gas emissions and absorption. In practice, these functions are performed by the National Center for Greenhouse Gas Emission Inventory (NCI).¹²

In Ukraine, monitoring, reporting, and verification of greenhouse gas emissions are enshrined in legislation. In particular, the Law of Ukraine “On the Principles of Monitoring, Reporting, and Verification of Greenhouse Gas Emissions”¹³ was adopted in 2020. Among other things, the law provides for the creation and operation of a Unified Register for Monitoring, Reporting, and Verification of Greenhouse Gas Emissions. On February 28, 2022, the government suspended the provision of certain services for the duration of the martial law, including services related to monitoring and reporting greenhouse gas emissions.

As of April 18, 2023, 482 installations were registered in the Unified Register for Monitoring, Reporting, and Verification of Greenhouse Gas Emissions.¹⁴

Given that the reinstatement of mandatory MRV is a necessary step for the development of the greenhouse gas emissions trading system and the fulfillment of Ukraine’s international obligations, in January 2025, amendments were made to the law of Ukraine ordering to reinstate mandatory monitoring, reporting, and verification of greenhouse gas emissions in Ukraine.¹⁵

According to the new amendments, enterprises that emit greenhouse gases are yet again required to submit the following documents: (1) a greenhouse gas emissions monitoring plan (a description of the methods and procedures for accounting for and monitoring emissions at each facility); (2) an annual operator report (data on the previous year’s

¹² <https://nci.org.ua/>

¹³ On the Principles of Monitoring, Reporting, and Verifying Greenhouse Gas Emissions. Law of Ukraine 377-IX. <https://zakon.rada.gov.ua/laws/show/377-20#Text>

¹⁴ <https://mepr.gov.ua/zareyestruvaty-ustanovku-v-yedynomu-reyestri-z-monitorynqu-zvitnosti-ta-veryfikatsiyi-vykydiv-parnykovykh-gaziv-vidteper-mozhna-onlajn/>

emissions to be submitted to the relevant authorities); (3) a verification report (prepared by an accredited verifier, confirming the accuracy and reliability of the data provided in the operator's report). The amendments to the law also take into account the effect of martial law vis-a-vis enterprises, in particular those located in combat zones or temporarily occupied territories. For such operators, the reporting obligation will be brought back after the enterprise resumes operations or after martial law ends.

The introduction of a greenhouse gas emissions trading system should be based on verified MRV data for at least three years. Therefore, the resumption of the system's operation contributes to accelerating the process of implementing the EU climate *acquis*, in particular with regard to the introduction of ETS in Ukraine.

Carbon pricing is the general term for all mechanisms for setting fees (price) for greenhouse gas emissions, including taxes, emissions trading systems, etc. It is clear that without financial incentives, it is impossible to create conditions for decarbonizing the economy and, accordingly, achieving greenhouse gas emission reduction targets. This issue is particularly relevant in connection with the introduction of the Carbon Border Adjustment Mechanism, known as CBAM, in the EU.

Currently, carbon pricing in Ukraine provides for taxation of carbon dioxide emissions at a rate of UAH 30 per tonne exceeding the annual emission volume of 500 tonnes (paragraphs 243.4 and 242.4 of the Tax Code of Ukraine)¹⁶. Compared to prices in the European ETS, the tax rate on carbon dioxide emissions in Ukraine is very low. Therefore, in Ukraine, this tax plays an exclusively fiscal role and does not perform an environmental or climate function to stimulate CO₂ emissions reductions.



The greenhouse gas emissions trading system could become the main instrument for achieving the greenhouse gas emission reduction targets that have been declared at the international level and enshrined in Ukrainian law. Such a system works effectively at the European level, however for Ukraine the development and implementation of an ETS is one of the biggest challenges. The process is currently in its initial stages - a legally binding system for monitoring, reporting, and verifying greenhouse gases has been established and its practical implementation has begun.

In February 2025, the Plan of Measures for the Creation of a National Greenhouse Gas Emission Trading System¹⁷ was approved, which provides for the adoption of regulatory and legal acts in the field of implementation of the national greenhouse gas emission trading system and its practical implementation.

The integration of climate change issues into other policies is a cross-cutting process of climate governance, which manifests itself in both integrated planning and sectoral

¹⁵ On Amendments to Certain Laws of Ukraine Regarding the Resumption of Monitoring, Reporting, and Verification of Greenhouse Gas Emissions. Law of Ukraine 4187-IX. <https://zakon.rada.gov.ua/laws/show/4187-20#n6>

¹⁶ Tax Code of Ukraine. Document 2755-VI. https://zakon.rada.gov.ua/laws/show/2755-17?find=1&text=%D0%B2%D1%83%D0%B3%D0%BB%D0%B5%D1%86#w1_7

¹⁷ On Approval of the Action Plan for the creation of a national greenhouse gas emissions trading system. Order of the Cabinet of Ministers of Ukraine No. 146-r dated February 21, 2025. <https://zakon.rada.gov.ua/laws/show/146-2025-%D1%80#Text>

objectives and sectoral plans for mitigation and adaptation to the effects of climate change. It also involves an interdisciplinary approach and the consideration of climate change issues in areas such as human rights, gender policy, etc.



The best example of such integration was the period when Ukraine sought to synchronize its policies with the goals and objectives of the EGD.

One recent positive example of integrating climate issues into other policies is Ukraine's National Transport Strategy 2030 and the operational plan for its implementation in 2025-2027. Among other things, the strategy defines steps that will contribute to "reducing the total greenhouse gas emissions from road, air, water, and rail transport by 33 percent of 1990 levels, or 90 percent of 2021 levels (approximately 23 million tons of CO₂ equivalent)."

Currently, the issue of integrating climate issues into other sectors may become relevant in connection with the merger of three ministries responsible for various climate issues in sectors such as the economy, the environment, agriculture, etc.

We propose to separate **adaptation to the effects of climate change** into a standalone process, as strengthening the adaptive capacity and resilience of social, economic, and environmental systems to climate change is a specific subject area of climate policy.

In February 2025, the Government approved the plan for the implementation of the Environmental Security and Climate Change Adaptation Strategy 2030 for the period of 2025-2027.¹⁸

The main measures of the 2025-2027 plan include:

- Development of climate change adaptation plans in various areas - water resource management, biodiversity conservation, forestry, energy, public health, agriculture, transport, infrastructure, and tourism. There is also a plan to increase the area of nature reserves.
- Taking climate change into account in strategic planning at all levels, including the adaptation of the energy sector and the development of tourism.
- Introduction of European standards in industrial environmental policy, in particular the creation of a Unified State Register of Integrated Environmental Permits.

Adaptation strategies are currently being prepared at the regional and local levels. In particular, in 2024, the results of work on first climate change adaptation strategies for three pilot regions (Mykolaiv, Lviv, and Ivano-Frankivsk) were presented.¹⁹

¹⁷ On Approval of the Action Plan for the creation of a national greenhouse gas emissions trading system. Order of the Cabinet of Ministers of Ukraine No. 146-r dated February 21, 2025. <https://zakon.rada.gov.ua/laws/show/146-2025-%D1%80#Text>

¹⁸ On approval of the operational plan of measures for the implementation of the Strategy for Environmental Security and Adaptation to Climate Change 2030 in 2025-2027. CMU Order No. 96-r dated February 7, 2025. <https://zakon.rada.gov.ua/laws/show/96-2025-%D1%80#Text>

¹⁹ <https://mepr.gov.ua/pershi-v-ukrayini-strategiyi-adaptatsiyi-do-zminy-klimatu-sogodni-prezentuvaly-v-kyyevi/>

SECTION 2. Legislative Framework and Commitments at the International, National, and Local Levels

2.1 UKRAINE'S INTERNATIONAL COMMITMENTS

Ukraine is a party to the key international legal instruments in the field of climate change, in particular the United Nations Framework Convention on Climate Change (UNFCCC), the Kyoto Protocol, the Paris Agreement, and the Montreal Protocol on Substances that Deplete the Ozone Layer and is also an active participant in international climate processes and negotiations.

In July 2021, the government approved **Ukraine's Updated Nationally Determined Contribution** to the Paris Agreement, which set a new climate target for Ukraine - to reduce greenhouse gas emissions down to 35% compared to 1990 by 2030²⁰.

On June 11, 2025, a message was published announcing the draft CMU Resolution "On the Approval of Ukraine's 2nd Nationally Determined Contribution to the Paris Agreement"²¹ (NDC2) 2031-2035. Ukraine aims to reduce greenhouse gas emissions in 2035 by 68-73% from 1990 levels.²² Ukraine's NDC2 is consistent with the trajectory of achieving climate neutrality by 2050 at the latest.

Ukraine is an active participant in the UNFCCC COP sessions. An important element of the COP's work in recent years has been the Ukrainian pavilion, which fulfills its mission of attracting international partners, including in the "green" recovery of Ukraine, discussing issues relevant to Ukraine, etc.

During **COP 27** and **COP 28**, which took place in 2022 and 2023, Ukraine's key objective was to demonstrate the impact of the war, particularly on climate change, and to gain support from the international community for Ukraine's recovery. Ukraine presented a number of high-level initiatives, including the Global Platform for Assessing Climate and Environmental Damage Caused by War.²³ The platform is intended to become a venue for international expert cooperation with a view of developing uniform approaches to determining environmental and climate damage caused by armed conflicts.

Ukraine's key achievements and initiatives at COP 28 (2023) and COP 29 (2024):

- Ukraine actively promoted the signing of the International Environmental Declaration aimed at legalizing the Global Platform for Assessing Environmental Damage Caused

²⁰ On approval of Ukraine's updated nationally determined contribution to the Paris Agreement. Order of the Cabinet of Ministers of Ukraine No. 868-r dated July 30, 2021. <https://zakon.rada.gov.ua/laws/show/868-2021-%D1%80#Text>

²¹ Message on the publication of the draft resolution of the Cabinet of Ministers of Ukraine "On the approval of Ukraine's second nationally determined contribution to the Paris Agreement". <https://mepr.gov.ua/povidomlennya-pro-oprylyudnennya-proyektu-rozporjadzhennya-kabinetu-ministriv-ukrayiny-pro-shvalennya-drugogo-natsionalno-vyznachenogo-vnesku-ukrayiny-do-paryzkoyi-ugody/>

²² Ukraine's 2nd nationally determined contribution to the Paris Agreement. Draft. <https://mepr.gov.ua/wp-content/uploads/2025/06/1.2-Proyekt-Drugogo-NVV-Ukrayiny.pdf>

²³ <https://tlu.kiev.ua/pro-nas/novini-zakhodi/novina/article/ruslan-strilec-zaklikav-mizhnarodnikh-partneriv-pidtrimatiiniciativu-ukrajini-iz-zapusku-globalnoji-p.html>

by War, which is an important step towards holding the aggressor accountable for environmental crimes and compensating for damages.

- Promotion of the Ukraine's Peace Formula, which, in particular, provides for the prevention of ecocide and compensation for environmental damage caused by the aggressor.
- Presentation of the National Energy and Climate Plan (NECP) 2025-2030, which provides for the development of renewable energy sources and other steps towards decarbonization.
- Ukraine has joined a number of important global declarations, including: the Declaration on Climate, Aid, Recovery, and Peace²⁴; the global pledge on renewable energy and energy efficiency (the goal is to triple renewable energy capacity and double the rate of energy efficiency improvement by 2030)²⁵; Declaration on tripling nuclear energy by 2050²⁶; Declaration on sustainable agriculture, sustainable food systems and climate action²⁷; Declaration on climate and health²⁸.
- Ukraine has approved a plan of measures to implement its climate policy as part of its participation in the Global Methane Pledge.²⁹
- Ukraine has signed three memoranda of cooperation with the Republic of Korea, the United Kingdom, and Bulgaria. They have agreed to cooperate on the following issues: sustainable water management; waste management and transition to a circular economy; restoration of forests and national parks, etc.³⁰
- The opportunity for Ukraine to receive funds for the implementation of climate plans and projects under Article 6 of the Paris Agreement, as well as to join financing from international financial institutions for green energy, green recovery, and adaptation to climate change.³¹

2.2 NATIONAL LEVEL

In recent years, Ukraine has been actively developing regulatory framework for the implementation of climate policy aimed at achieving climate neutrality, sustainable development, and adaptation to European Union legislation in this area.

The key documents in the climate governance architecture in Ukraine are:

- Law of Ukraine "On the Fundamentals of Ukraine's State Climate Policy" dated October 8, 2024;
- Law of Ukraine "On the Basic Principles (Strategy) of State Environmental Policy of Ukraine 2030" dated February 28, 2019;
- Law of Ukraine "On the Principles of Monitoring, Reporting and Verification of Greenhouse Gas Emissions" dated December 12, 2019;

²⁴ <https://www.kmu.gov.ua/news/ukraina-pryiednalasia-do-deklaratsii-cop28-z-pytan-klimatu-dopomohy-vidnovlennia-ta-myru>

²⁵ <https://surl.lu/uxmpuo>

²⁶ <https://www.kmu.gov.ua/news/zbilshennia-potuzhnosti-iadernoi-enerhetyky-vtrychi-do-2050-roku-ukraina-pryiednalasia-do-deklaratsii-krain-uchasnyts-konferentsii-oon-zi-zminy-klimatu-cop28>

²⁷ <https://mepr.gov.ua/klimatychna-konferentsiya-oon-sor28-v-dubaj-rezultaty-roboty-ukrayinskoyi-delegatsiyi-protiyagom-dvoh-tyzhniv-na-polyah-samitu/>

²⁸ <https://mepr.gov.ua/klimatychna-konferentsiya-oon-sor28-v-dubaj-rezultaty-roboty-ukrayinskoyi-delegatsiyi-protiyagom-dvoh-tyzhniv-na-polyah-samitu/>

²⁹ <https://zakon.rada.gov.ua/laws/show/607-2023-%D1%80#Text>

³⁰ <https://mepr.gov.ua/klimatychna-konferentsiya-oon-sor28-v-dubaj-rezultaty-roboty-ukrayinskoyi-delegatsiyi-protiyagom-dvoh-tyzhniv-na-polyah-samitu/>

³¹ <https://mepr.gov.ua/svitlana-grynchuk-rezultaty-sor29-vidkryvayut-novi-shlyahy-finansuvannya-klimatychnyh-proyektiv-ukrayiny/>

- Law of Ukraine “On the Regulation of Economic Activities with Ozone-Depleting Substances and Fluorinated Greenhouse Gases” dated December 12, 2019;
- Law of Ukraine “On the Basic Principles of State Supervision (Control) in the Sphere of Economic Activity” dated April 5, 2007;
- Concept for the Implementation of State Policy in the Field of Climate Change 2030, approved by Order of the Cabinet of Ministers of Ukraine No. 932-r dated December 7, 2016;
- Plan of Measures for the Creation of a National Greenhouse Gas Emissions Trading System, approved by Order of the Cabinet of Ministers of Ukraine No. 146-r dated February 21, 2025;
- National Action Plan on Renewable Energy 2030 and Action Plan for the Implementation of the National Action Plan on Renewable Energy for the period up to 2030, approved by Resolution of the Cabinet of Ministers of Ukraine No. 761-r dated August 13, 2024;
- National Energy and Climate Plan 2030, approved by Resolution of the Cabinet of Ministers of Ukraine No. 587-r dated June 25, 2024;
- Plan of Measures for the Implementation of Ukraine’s Climate Policy within the Framework of Participation in the Global Methane Pledge, approved by Resolution of the Cabinet of Ministers of Ukraine No. 607 dated July 7, 2023;
- National Energy Efficiency Action Plan 2030, approved by Resolution of the Cabinet of Ministers of Ukraine No. 1803 dated December 29, 2021;
- Action Plan for the Implementation of the Concept of State Policy in the Field of Climate Change 2030, approved by Resolution of the Cabinet of Ministers of Ukraine No. 878-r dated December 6, 2017;
- Strategy for the Development of Agriculture and Rural Areas in Ukraine 2030 and Operational Plan of Measures for its Implementation in 2025-2027, approved by Resolution of the Cabinet of Ministers of Ukraine No. 1163-r dated November 15, 2024;
- Strategy for the Development and Implementation of State Policy in the Field of Climate Change till 2035, approved by the Order of the Cabinet of Ministers of Ukraine No. 483-r dated May 30, 2024;
- Ukraine’s Energy Strategy till 2050, approved by Resolution of the Cabinet of Ministers of Ukraine No. 373-r dated April 21, 2023;
- Strategy for Environmental Security and Adaptation to Climate Change 2030, approved by Resolution of the Cabinet of Ministers of Ukraine No. 1363-r dated October 20, 2021;
- National Transport Strategy of Ukraine 2030, approved by Resolution of the Cabinet of Ministers of Ukraine No. 430-r dated May 30, 2018;
- Ukraine’s Low Carbon Development Strategy 2050 (2018);
- Methodological recommendations on taking into account the climate component in state planning documents and during strategic environmental assessment, approved by Order of the Ministry of Environmental Protection and Natural Resources of Ukraine No. 1382 dated October 31, 2024;
- Methodological recommendations for assessing the risks and vulnerabilities of socio-economic sectors and natural components to climate change, approved by Order of the Ministry of Environmental Protection and Natural Resources of Ukraine No. 386 dated June 3, 2023.

In October 2024, the Verkhovna Rada of Ukraine adopted **the Law of Ukraine “On the Fundamentals of State Climate Policy”³²** (Climate Law), which sets a goal for Ukraine to achieve climate neutrality by 2050. A corresponding target for the energy sector is also set out in Ukraine’s Energy Strategy 2050. In addition, the Energy Strategy states that coal-fired power generation will be gradually reduced until it is completely phased out in 2035.

The Climate Law is an important document for the implementation of EU climate change requirements in Ukraine. It defines the basic principles of climate governance architecture and provides impetus for the development of climate change legislation in Ukraine.



Article 3 of the Climate Law defines **the principles of the state climate policy**. The main ones include achieving climate neutrality; “energy efficiency first”; “polluter pays”; nature-oriented approach; integration of state climate policy into all sectors of the economy and all areas of government policy, as well as into state and/or local planning documents, etc.

Article 4 of Climate Law sets **the objectives of the state climate policy**. Namely, state climate policy is aimed at achieving climate neutrality in Ukraine by 2050, mitigating the effects of climate change and adapting to it, low-carbon and sustainable development, and environmental, food, and energy security in Ukraine. To achieve the above goal, an interim target is set to reduce greenhouse gas emissions by at least 65 percent by 2030 compared to 1990 levels. It should be noted that Ukraine’s goal consists of real commitments to reduce emissions compared to current greenhouse gas emission levels.

To ensure strategic planning and achieve the long-term goals of the state climate policy, the CMU approves **the Long-Term Strategy for Low-Carbon Development of Ukraine (LT-LEDS)**. The first Long-Term Strategy for Low-Carbon Development of Ukraine was approved for the period before 2050 and is reviewed and updated, if necessary, every five years with a planning period of 30 years, taking into account the results of the assessment and monitoring of its implementation. When reviewing the medium-term goals and targets of the state climate policy defined by the Long-Term Strategy for Low-Carbon Development of Ukraine, the updated medium-term goals should not be less ambitious than the previous ones. (Article 8 of the Climate Law), which is an important element of the continuous gradual reduction of GHG emissions.

In order to ensure the achievement of the medium-term goals of the state climate policy defined by the Long-Term Strategy for Low-Carbon Development of Ukraine and to ensure cross-sectoral cooperation, a National Energy and Climate Plan is being developed. The corresponding document was approved on June 25, 2024, by a resolution of the Cabinet

³² On the basic principles of state climate policy. Law of Ukraine. Document 3991-IX. <https://zakon.rada.gov.ua/laws/show/3991-20#Text>

of Ministers of Ukraine. It is developed for a period of 10 years and reviewed and updated every five years. It is a strategic document developed to coordinate energy and climate policies in Ukraine and to ensure the sustainable development and recovery of Ukraine.

The National Energy and Climate Plan³³ features a number of important targets:

- 65% reduction in GHG emissions compared to 1990 levels by 2030;
- climate neutrality of Ukraine's energy sector by 2050;
- climate neutrality (for the economy as a whole) by 2060;
- decommissioning of coal-fired power plants by 2035;
- 30% reduction in methane emissions by 2030 compared to 2020 levels;
- enhancing the adaptive capacity and resilience of social, economic, and environmental systems to climate change;
- the share of renewable energy sources in the structure of total final energy consumption should be at least 27% in 2030;
- the share of renewable energy sources in total electricity generation should be 25% in 2030;
- the share of alternative energy sources (renewable energy sources and secondary energy resources) in the production of thermal energy by heat supply facilities should be 30% in 2025 and 40% in 2035;
- increase in the use of alternative fuels (biofuels or their mixture with traditional fuels) and electricity (generated from both traditional and renewable sources) in the transport sector to 50% by 2030.

CMU develops and approves Climate Change Adaptation Strategy³⁴ to increase the ability to adapt to the adverse effects of climate change and reduce the vulnerability of socio-economic and environmental systems to climate change at the national level. The Environmental Security and Climate Change Adaptation Strategy 2030 was developed in 2021. The document is developed for 10 years, reviewed and updated every five years, taking into account the results of the assessment and monitoring of its implementation.

In order to reduce anthropogenic greenhouse gas emissions and increase the removal of greenhouse gases by sinks in the course of economic entities' activities and to stimulate sustainable development, the Tax Code of Ukraine establishes a fiscal instrument in the form of an environmental tax. The tax rate on CO₂ emissions is 30 UAH per ton. A gradual increase in this rate is envisaged, also taking into account the fact that the rate of such a tax in the EU is significantly higher.

One of the market mechanisms of the state climate policy is **the greenhouse gas emissions trading system**. The ETS regulates greenhouse gas emissions by setting a total limit on greenhouse gas emissions and applying the most effective approaches to reduce such emissions.

³³ On approval of the National Energy and Climate Plan 2030. Order of the Cabinet of Ministers of Ukraine No. 587-r dated June 25, 2024. <https://zakon.rada.gov.ua/laws/show/587-2024-%D1%80#Text>

³⁴ On approval of the Strategy for Environmental Safety and Adaptation to Climate Change 2030. Order of the Cabinet of Ministers of Ukraine No. 1363-r dated October 20, 2021. <https://zakon.rada.gov.ua/laws/show/1363-2021-%D1%80#Text>

Ukraine has committed to implementing ETS in Ukraine similar to that in force in the EU, with a view to subsequently joining the European ETS. To this end, it is necessary to implement Directive 2003/87/EC of the European Parliament and of the Council of October 13, 2003 establishing a system for greenhouse gas emission allowance trading within the Union and Decision (EU) 2015/1814 on the establishment and operation of a market stability reserve for the greenhouse gas emission trading scheme.

One of the important legislative acts developed to implement the above-mentioned EU documents is **the Law of Ukraine “On the Principles of Monitoring, Reporting, and Verification of Greenhouse Gas Emissions”³⁵**. This Law applies to relations arising in the field of monitoring, reporting, and verification of greenhouse gas emissions from installations located on the territory of Ukraine. The Law provides for the functioning of a Unified Register for Monitoring, Reporting and Verification of Greenhouse Gas Emissions, in which installations that emit GHGs as a result of activities included in the list of activities as a result of which greenhouse gas emissions are subject to monitoring, reporting, and verification, approved by the CMU.

In connection with the adoption of the Law of Ukraine “On the Principles of Monitoring, Reporting and Verification of Greenhouse Gas Emissions” amendments have been made to the Code of Administrative Offenses, and liability is envisaged for violations of the requirements of legislation in the field of monitoring, reporting and verification of greenhouse gas emissions, violation of the procedures for verifying the operator’s report on greenhouse gas emissions.

In accordance with the Order of the Cabinet of Ministers of Ukraine No. 146-r of February 21, 2025, **“On Approval of the Action Plan for the Creation of a National Greenhouse Gas Emission Trading System”³⁶**, during the preparatory stage of ETS implementation in 2025-2027 the following measures have to be taken:

- distribution of powers in terms of state management and control in the field of implementation of the national greenhouse gas emissions trading system;
- identification of the scope of application of the national greenhouse gas emissions trading system with regard to the types of activities of installations and greenhouse gases;
- identification of approaches to setting an upper aggregate limit on the volume of greenhouse gas emission allowances for the national greenhouse gas emission allowance trading system and the distribution of allowances, taking into account the experience of the four phases of the EU emissions trading system, as well as actual and prospective possible conditions;
- establishing rules and procedures for the targeted use of revenues from the sale of greenhouse gas emission allowances, taking into account the experience of the EU Emissions Trading System in creating the Innovation Fund and the Modernization Fund;
- amending legislation to regulate relations related to obtaining permits, in particular greenhouse gas emission permits, taking into account the practice of EU countries;
- developing mechanisms for supervising participants and operators of organized markets in the organization of greenhouse gas emission allowance trading;

³⁵ On the principles of monitoring, reporting, and verification of greenhouse gas emissions. Law of Ukraine. Document 377-IX. <https://zakon.rada.gov.ua/laws/show/377-20#Text>

³⁶ On approval of the action plan for the creation of a national greenhouse gas emissions trading system. Order of the Cabinet of Ministers of Ukraine No. 146-r dated 21 February 2025. <https://zakon.rada.gov.ua/laws/show/146-2025-%D1%80#Text>

- identifying ways to harmonize carbon pricing mechanisms, namely carbon dioxide taxation and the functioning of the national greenhouse gas emissions trading system, taking into account the experience of the EU;
- identifying effective measures to supervise (control) the fulfillment of obligations and establishing administrative liability for non-compliance with legislation on the system for monitoring, reporting, and verifying greenhouse gas emissions and in the field of implementing a national greenhouse gas emissions trading system.

The ETS implementation plan approved by the Government provides for three main stages:

- Preparatory stage (2025–2027) – development of the legislative framework and creation of the necessary tools for the ETS to function.
- First, “pilot” stage (from 2028) – test launch of the greenhouse gas emissions trading system.
- Second, operational stage – will begin no earlier than three years after the lifting of martial law, which will allow the ETS to be implemented in conditions of firm economic recovery.³⁷

The need to implement EU acts in the field of climate change in order for Ukraine to become a member of the EU requires further development of Ukrainian legislation in the climate sphere. Ukraine plans to develop and adopt the following regulatory documents in the near future (around 2025-2028):

- Approval of the 2nd NDC;
- Implementation of climate goals in sectoral climate documents. In particular, the National Economic Strategy 2030 provides for achieving climate neutrality no later than 2060. This goal must be aligned with the targets of other documents, in particular the Climate Law, which plans to achieve climate neutrality by 2050. For example, the National Energy and Climate Plan provides for reaching climate neutrality in the energy sector by 2050. According to Ukraine’s Energy Strategy 2050, the energy sector should be as close as possible to climate neutrality. The National Transport Strategy 2030 provides for a reduction in total greenhouse gas emissions from road, air, water, and rail transport to 33 percent of 1990 levels, or 90 percent of 2021 levels (approximately 23 million tonnes of CO₂ equivalent), but the transport strategy does not contain a specific indicator for achieving climate neutrality. The Strategy for the Development of Agriculture and Rural Areas 2030 does not contain a specific indicator for achieving climate neutrality. Indicators for achieving climate neutrality should be included in sectoral documents that are to be developed, such as Ukraine’s Industrial Strategy, Biodiversity Strategy, etc.
- Amendments to the National Energy and Climate Plan;



³⁷ <https://mepr.gov.ua/uryad-zatverdyyv-dorozhnyu-kartu-vprovadzhennya-natsionalnoyi-systemy-torgivli-kvotamy-na-vykydy-parnykovykh-gaziv-svitlana-grynchuk/>

- Secondary regulatory acts in the field of implementation of the climate law on GHG emissions inventory (including in the LULCUF sector), introduction of requirements for the preparation of an energy and climate plan;
- Legislation on the implementation of GHG emission reduction commitments for the implementation of the EU Effort Sharing Regulation;
- Legislation on the reporting system for financial and technological support for the implementation of the EU Regulation on the Governance of the Energy Union;
- Regulations on the Scientific and Expert Council on Climate Change and Ozone Layer Protection;
- CMU Order on the Interdepartmental Commission on Climate Change and Ozone Layer Preservation;
- Roadmap for the implementation of the EU ETS Directive;
- Amendments to the MRV legislation for the implementation of the EU ETS Directive;
- Secondary regulatory acts and amendments to Ukrainian legislation on the implementation of ETS in the aviation and maritime sectors;
- Amendments to legislation on CO₂ emissions tax; and Carbon taxation reform, as provided for in the National Revenue Strategy 2030.
- Amendments to legislation on ozone-depleting substances and fluorinated greenhouse gases to implement the relevant EU Regulation and ensure effective sanctions for violations in this area;
- Legislation on the National Social Climate Fund;
- Legislation in the field of carbon removal certification, etc.

Thus, the principles of climate policy have been defined at the legislative level, and the Climate Law, which is the basis for its implementation, has been adopted. Therefore, the defined priorities and directions should serve as a guide for the further development of climate legislation and the creation of new institutions in the climate sphere, in particular during the reform of existing public authorities.

2.3. SYSTEM OF STATE CLIMATE POLICY PLANNING DOCUMENTS AT THE REGIONAL AND LOCAL LEVELS

The Law of Ukraine “On the Fundamentals of State Climate Policy” introduced for the first time a system of documents for planning state climate policy, including at the regional and local levels. Some of the documents are devoted exclusively to issues of mitigation and adaptation to climate change, while others provide for the inclusion of a climate component in acts of planning the development and restoration of regions and territorial communities, etc.

There are three categories of planning documents based on the purpose of the state climate policy at the regional and local levels, as provided below:

- policy documents on climate change – the key focus of their legal regulation is exclusively the mitigation and adaptation to climate change;

- development planning documents – the focus of their legal regulation is comprehensive issues of development of regions, territorial communities, as well as individual thematic areas. The climate component is integrated by including measures to mitigate and adapt to climate change;
- recovery planning documents – the subject of their legal regulation is the recovery of regions and communities. These documents are developed taking into account the principles and objectives of state climate policy.

Regions and territorial communities are gradually developing state climate policy planning documents (adaptation strategies to climate change have been developed in three pilot regions, territorial communities are adopting local plans for sustainable energy development and climate, etc.). At the same time, the full launch of the entire system of state climate policy planning documents will require strengthening the capacity of regions and territorial communities to develop and adopt relevant documents. The adopted methodological recommendations are one of the tools that facilitate the implementation of climate policy at the regional and local levels.

Program documents on climate change

The Climate Law provided for the adoption of two types of documents at the regional and local levels:

- regional and local plans to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks (hereinafter referred to as regional and local greenhouse gas emission reduction plans);
- regional and local strategies for adaptation to climate change.

The Climate Law of Ukraine uses terms such as “program documents,” “climate change program documents,” “sectoral program documents,” etc. However, it does not provide an understanding of which documents fall under these categories. An analysis of the provisions of the Law regarding the levels of Ukraine’s state climate policy and their hierarchy leads to the conclusion that regional and local plans to reduce greenhouse gas emissions, as well as regional strategies for adaptation to climate change, are, in terms of their purpose, “program documents on climate change.” With their help, Ukraine’s state climate policy is being implemented, and measures to mitigate and adapt to climate change are being comprehensively introduced at the appropriate levels, taking into account regional and local conditions and features. The law lacks an article in Section III that would define the hierarchy of “program documents on climate change” and clearly distinguish them from public policy planning documents in other areas. This approach is important for the practical implementation of the principle of “integration of state climate policy into all sectors of the economy and all areas of state policy, as well as into planning documents,” as provided for in Article 3 of the Law. It will also make it possible not only to distinguish regional and local “climate change program documents” from planning documents in other areas of government policy, but also to understand the specific features and differences in their content and adoption procedures.

The law establishes different approaches to determining the requirements that must be taken into account in state climate policy planning documents at the regional and local levels. Thus, regional and local plans to reduce greenhouse gas emissions, as well as regional and local strategies for adaptation to climate change must follow these guidelines:

- 1)** take into account the requirements of policy documents adopted at the national level of state climate policy, namely:
 - The Long-Term Strategy for Low-Carbon Development of Ukraine;
 - Ukraine's nationally determined contribution to the Paris Agreement;
 - The National Energy and Climate Plan;
 - The Strategy for Adaptation to Climate Change;
- 2)** take into account the requirements of program documents adopted at the sectoral level of state climate policy, namely:
 - sectoral program documents on reducing anthropogenic greenhouse gas emissions and increasing greenhouse gas removal by sinks;
 - sectoral program documents on adaptation to climate change.

If sectoral strategies or plans have not been approved, regional and local plans to reduce greenhouse gas emissions may be developed without taking them into account (part 2 of paragraph 2, Article 14 of the Law).

- 3)** be relevant – therefore, every five years, the documents are reviewed and updated taking into account the results of the assessment and monitoring of their implementation;
- 4)** consider the results of climate change forecasting carried out by the Scientific and Expert Council on Climate Change and Ozone Layer Preservation (part 5 of Article 24 of the Law).

The Climate Law defines the requirements for the content of regional and local plans to reduce greenhouse gas emissions, as well as regional and local strategies for adaptation to climate change. At the same time, when determining their content, it is necessary to comprehensively take into account the provisions of the Climate Law of Ukraine, including the principles of the state climate policy. Among the latter is the principle of evidence-based approach to decisions, the adoption of which should be based on current research, modeling and analysis of climate change, and data on the health status of the population.

Although the Climate Law does not mention methodological assistance in the development of relevant documents, the relevant ministry should have prepared recommendations, as the law introduces for the first time at the legislative level such a climate policy planning tool as regional and local plans to reduce greenhouse gas emissions.

The Climate Law also establishes special rules that affect the actual adoption of regional and local program documents on climate change. Some of them concern the time frames within which the relevant plans and strategies must be adopted, while others allow for the non-adoption of such acts.

The effect of Article 14 of the Law, which provides for the adoption of regional and local plans to reduce greenhouse gas emissions, as well as regional and local strategies for adaptation to climate change, has been postponed. It will come into force one year after the Law is in effect, i.e. on October 30, 2025. The plans and strategies themselves must be developed and approved within two years from the date of entry into force of the Law, i.e., by October 30, 2026.³⁸

³⁸ Paragraphs 1 and 2 of Section VIII "Final and Transitional Provisions" of the Law of Ukraine "On the Fundamentals of State Climate Policy."

Despite these time constraints of the Law, the process of adopting certain types of program documents on climate change was planned earlier. We are talking about climate change adaptation strategies. Thus, during 2022-2024, the Government of Ukraine planned to implement measures to develop regional and local climate change adaptation strategies or to include climate change adaptation issues in regional development strategies, territorial community development strategies and action plans for their implementation, as well as in economic and social development programs for regions, districts, and cities.³⁹ Subsequently, the implementation of the measure was actually postponed to 2024-2026.⁴⁰



In recent years, progress has been made in developing regional and local climate change adaptation strategies, usually with the support of international projects. In 2022, with the support of the EU, a methodology for developing climate change adaptation strategies and implementation plans in three pilot regions was developed,⁴¹ and in September 2024, draft climate change adaptation strategies for the Ivano-Frankivsk⁴², Lviv⁴³, and Mykolaiv⁴⁴ regions were presented.⁴⁵ With the support of the EEA and the Slovak Republic, a climate change adaptation strategy and measures to mitigate its negative effects for the Zakarpattia region were developed.⁴⁶ Unfortunately, no information on the official adoption of these documents in accordance with the procedure established by law could be found in the public domain.

At the local level, there have also been few efforts to develop policy documents on community adaptation to climate change. These were carried out both before and during the war. The documents were adopted in various forms, including environmental security and climate change adaptation strategies,⁴⁷ adaptation strategies,⁴⁸ and action plans for adaptation to

³⁹ Paragraph 25 of the Operational Plan for the Implementation of the Environmental Security and Climate Change Adaptation Strategy 2030 in 2022-2024. Approved by Order of the Cabinet of Ministers of Ukraine No. 1363-r of October 20, 2021. <https://zakon.rada.gov.ua/laws/show/1363-2021-%D1%80#n235>

⁴⁰ Operational plan of measures for the implementation in 2024-2026 of the Strategy for the Formation and Implementation of State Policy in the Field of Climate Change 2035. Approved by Order of the Cabinet of Ministers of Ukraine No. 483-r dated May 30, 2024. <https://zakon.rada.gov.ua/laws/show/483-2024-%D1%80#n178>

⁴¹ Methodology for developing climate change adaptation strategies and implementation plans in three pilot regions. Version 2. 11.02.2022. https://mepr.gov.ua/wp-content/uploads/2023/07/5_Metodologiya-rozrobky-strategij-adaptatsiyi-do-zminy-klimatu-dlya-troh-pilotnyh-oblastej.pdf

⁴² Climate change adaptation strategy for Ivano-Frankivsk region. Draft. <https://mepr.gov.ua/pershi-v-ukrayini-strategiyi-adaptatsiyi-do-zminy-klimatu-sogodni-prezentuvaly-v-kyyevi/>

⁴³ Climate change adaptation strategy for Lviv region. Draft. <https://www.if.gov.ua/dovkilliya/stratehiia-adaptatsii-do-zminy-klimatu-dlia-ivano-frankivskoi-oblasti>

⁴⁴ Climate Change Adaptation Strategy for Mykolaiv Region. Draft. <https://mepr.gov.ua/wp-content/uploads/2024/08/StrategyLviv.zip>

⁴⁵ Ukraine's first climate change adaptation strategies presented today in Kyiv // Ministry of Environment. News, 18.09.2024. <https://mepr.gov.ua/wp-content/uploads/2024/08/StrategyMykolaiv.zip>

⁴⁶ Climate change adaptation strategy and measures to mitigate its adverse effects for the Zakarpattia region (2024). https://zakarpatooblarch.gov.ua/wp-content/uploads/2024/08/Strategiya_adaptatsiyi_do_zminy_klimatu_dlya_Zakarpatskoyi_oblasti.pdf; <https://zakarpatooblarch.gov.ua/climadam>

⁴⁷ Strategy for environmental safety and adaptation to climate change of Rozdilna city territorial community 2030. Approved by the City Council Decision No. 2234-VIII of 16.12.2021. <https://rozdilnianskahromada.gov.ua/documents/160917-pro-zatverdzenia-strategiyi-ekologicnoyi-bezpeki-ta-adaptatsiyi-do-zmini-klimatu-rozdilnianskoyi-miskoyi-teritorialnoyi-grom>; Strategy for environmental safety and adaptation to climate change in the Suvorovska settlement territorial community 2030. Katlabug, 2025. <https://suvotg.gov.ua/strategiya-ekologicnoi-bezpeki-ta-adaptatsii-do-zmini-klimatu-suvorovskoi-selischnoi-teritorialnoi-gromadi-do-2030-roku-17-19-25-05-02-2025/>

⁴⁸ Strategy for adaptation to climate change of Kalush municipal territorial community. Action plan. City Council Decision No. 2836 of 21 December 2023. https://kalushcity.golos.net.ua/files/pdf_end/448.pdf

the effects of climate change.⁴⁹ However, it is too early to say that the process of adopting climate change adaptation strategies in Ukraine at the local level is large-scale.

It is difficult to assess the actual adoption of regional and local climate change adaptation strategies, and subsequently climate change mitigation plans, as these documents are not accounted. This problem could be solved, for example, by launching a register of such documents, in particular through integration into the EcoSystem online platform.

The law also provides for a mechanism that allows regional and local greenhouse gas emission reduction plans, as well as regional and local climate change adaptation strategies, not to be adopted at all. The development and adoption of the latter is not mandatory if measures to mitigate and adapt to climate change are included in regional development strategies, territorial community development strategies and action plans for their implementation, local and regional environmental protection programs, and other local planning documents (paragraph 2 of part 3 of Article 14 of the Law). On the one hand, this allows climate change issues to be considered simultaneously with, for example, regional and community development issues, saving the limited resources and capacity of local authorities and local self-government bodies, reducing the burden on them in terms of developing policy documents, as well as coordinating numerous planning acts and avoiding duplication of their content. On the other hand, such a mechanism does not eliminate the piecemeal approach to solving climate problems and the need for a comprehensive solution and also complicates the possibility of standardizing regional and local plans and synchronizing them with policy documents adopted at the national level.

The Climate Law also does not provide a clear answer as to how the proposed mechanism can be implemented. For example, can the inclusion of few and formal climate measures in development planning documents be considered compliant with the law, allowing local authorities and local government bodies not to adopt regional and local plans to reduce greenhouse gas emissions and strategies for adapting to climate change? In fact, this legal loophole jeopardizes the adoption of regional and local climate change mitigation plans in Ukraine, as well as regional and local climate change adaptation strategies.

Development planning documents

Development planning documents comprehensively define measures for the development of regions or communities, as well as specific thematic issues (in particular, environmental protection). A distinctive feature of these documents is that climate considerations are integrated by including measures to mitigate and adapt to climate change in their content. The latter must be an integral part of development planning documents.

The law provides an indicative list of such documents. In particular, these include:

- regional development strategies, territorial community development strategies, and plans for their implementation;
- regional and local environmental protection programs;
- other local-level planning documents.

⁴⁹ Action plan for adaptation to the effects of climate change in the city of Zaporizhzhia. Approved by City Council Decision No. 38 of 27 May 2020. <https://zp.gov.ua/uk/sessions/99/resolution/41273>

The law provides an open list only for local-level documents, omitting any mention of the regional level. In this regard, the law needs to be clarified, as important state policy planning documents are also adopted at the regional level, which require consideration of specific measures to adapt to climate change. For example:

- economic and social development programs adopted at both the regional (oblast) and local levels. Although the Law does not explicitly provide for regional or local economic and social development programs, they must also include climate measures. Ultimately, the implementation of this requirement was already planned before the adoption of the Law, in particular in the Operational Plan for the Implementation of the Environmental Security and Climate Change Adaptation Strategy 2030 in 2022-2024 (para. 25);
- local energy plans⁵⁰ include not only municipal but also regional energy plans. They must be developed for each region and territorial community. According to the approved Methodology⁵¹, local energy plans may set other goals, in particular regarding adaptation to climate change and reduction of greenhouse gas emissions (including CO₂).

Requirements for the content and procedure for adopting development planning documents are established by laws,⁵² strategic documents⁵³ and secondary regulatory acts,⁵⁴ which regulate issues of regional and community development planning, as well as relevant thematic areas (e.g., environmental protection). In turn, the Climate Law of Ukraine specifies the requirements for climate change mitigation and adaptation measures to be included in development planning documents. Thus, climate change mitigation and adaptation measures must be developed

- taking into account the results of scientific research;
- with the involvement of expert organizations and the public;
- in accordance with methodological recommendations approved by the central executive body that formulates and implements state policy in the field of environmental protection.

The Ministry of Environment has developed a number of methodological recommendations aimed at including the climate component in other state planning documents. For example, regarding:

- taking the climate component into account in government planning documents and during strategic environmental assessment;⁵⁵
- the content of regional environmental protection programs.⁵⁶ The recommendations also suggest ways to take climate change issues into account in these programs.

⁵⁰ On energy efficiency. Law of Ukraine No. 1818-IX of October 21, 2021. <https://zakon.rada.gov.ua/laws/show/1818-20#n144>

⁵¹ Methodology for developing local energy plans. Approved by Order of the Ministry of Development of Communities, Territories and Infrastructure of Ukraine No. 1163 dated December 21, 2023.

⁵² On the principles of state regional policy. Law of Ukraine No. 156-VIII of February 5, 2015. <https://zakon.rada.gov.ua/laws/show/156-19#Text>

⁵³ State Strategy for Regional Development for 2021-2027. Approved by Resolution of the Cabinet of Ministers of Ukraine No. 695 dated August 5, 2020 (as amended by Resolution of the Cabinet of Ministers of Ukraine No. 940 dated August 13, 2024). <https://zakon.rada.gov.ua/laws/show/695-2020-%D0%BF#Text>

⁵⁴ Methodological recommendations on the procedure for developing, approving, implementing, monitoring, and evaluating the implementation of territorial community development strategies. Approved by Order of the Ministry of Communities and Territorial Development of Ukraine No. 265 of December 21, 2022. <https://zakon.rada.gov.ua/rada/show/v0265914-22#n6>

⁵⁵ Methodological recommendations on taking climate considerations into account in state planning documents and during strategic environmental assessments. Approved by Order of the Ministry of Environmental Protection and Natural Resources of Ukraine No. 1382 dated October 31, 2024. <https://mepr.gov.ua/wp-content/uploads/2025/02/Metodychni-rekomendatsiyi-shhodo-vrahuvannya-klimatychnogo-komponenta-v-dokumentah-derzhavnogo-planuvannya-ta-pid-chas-zdiisnennya-strategichnoyi-ekologichnoyi-otsinky-ta-otsinky-vplyvu-na-dovkillya.pdf>

⁵⁶ Methodological recommendations on the content of regional environmental protection programs. Approved by Order of the Ministry of Environmental Protection and Natural Resources of Ukraine No. 486 of July 11, 2023. <https://zakon.rada.gov.ua/rada/show/v0486926-23#Text>

The provisions of Article 14 of the Law on the inclusion of climate measures in regional and community development strategies will come into force on October 30, 2025. The process of updating regional development strategies is currently underway, with new versions of the strategies approved in many regions.⁵⁷ It should be noted that the updated regional development strategies already include specific issues related to climate change mitigation and adaptation (for example, Zhytomyr,⁵⁸ Sumy,⁵⁹ Kharkiv,⁶⁰ Khmelnytskyi⁶⁰ regions). However, it would be incorrect to conclude that the provisions of regional development strategies comprehensively address climate change issues. The comprehensiveness of coverage varies, with more attention being paid to climate change adaptation than to mitigation measures. A similar situation can be observed in the development strategies of local communities.

Sustainable Energy and Climate Action Plan (SECAPs) occupy a special place in strategic planning at the local level. Unlike other planning documents, they contain a comprehensive approach to identifying measures to mitigate and adapt to climate change. Cities voluntarily undertake such commitments in accordance with the Covenant of Mayors for Climate and Energy⁶¹. These plans define a set of strategic measures to improve all areas and sectors of the city, taking into account possible sources and mechanisms for their financing, as well as their impact on reducing greenhouse gas emissions, climate change impacts, and adaptation. Initially, these plans focused on energy development, but the latest plans already include sections dedicated to

- a baseline emissions inventory;
- assessment of vulnerability to climate change and identification of climate risks;
- measures to mitigate the effects of climate change;
- community adaptation measures to the effects of climate change.

As of June 2025, more than 190 action plans for sustainable energy development and climate had been adopted in Ukraine.⁶²

⁵⁷ Development strategies for four more regions of Ukraine approved. // Ministry of Community and Territorial Development of Ukraine. News, 03.04.2025. <https://mindev.gov.ua/news/skhvaleno-stratehii-rozvytku-shche-chotyrok-oblastei-ukrainy>

⁵⁸ Development strategy for Zhytomyr region 2027. Decision of the Zhytomyr Regional Council dated April 10, 2025, No. 889. <https://oda.zht.gov.ua/wp-content/uploads/2025/04/Strategiya-rozvytku-ZHytomyrskoyi-oblasti-na-period-do-2027-roku.pdf>, <https://oda.zht.gov.ua/main/zvity-pro-strategichnu-ekologichnu-otsinku-proyektiv-programy/strategiya-rozvytku-zhytomyrskoyi-oblasti-na-period-do-2027-roku/>

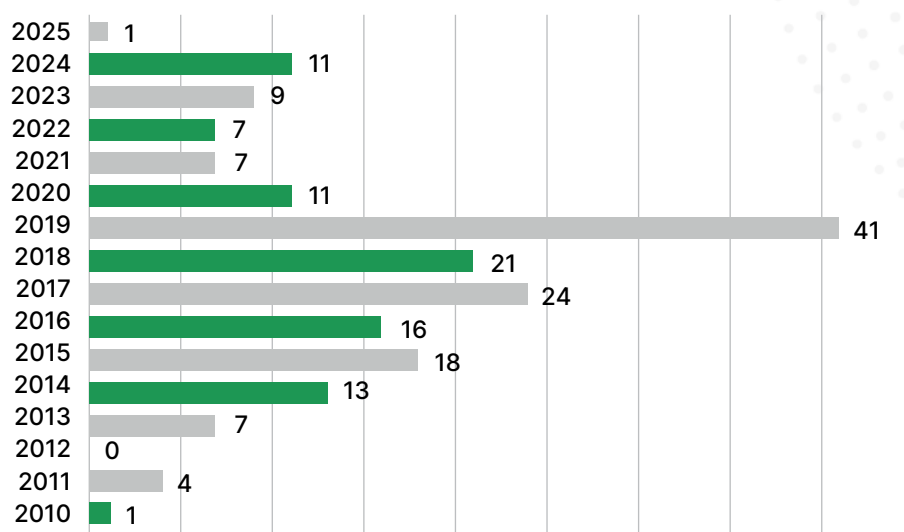
⁵⁹ Strategy for regional development of Sumy region 2021-2027 (new version). Decision of Sumy Regional Council dated April 30, 2025. https://drive.google.com/file/d/1R1pKJz-MXKPcNS8qM2q9T98VN-r_5WHd/view

⁶⁰ Regional Development Strategy for Khmelnytskyi Region 2021-2027 (updated version). Decision of the Khmelnytskyi Regional Council dated June 18, 2025№ 13-26/2025. <https://www.adm-km.gov.ua/wp-content/uploads/2025/06/%D0%A1%D1%82%D1%80%D0%B0%D1%82%D0%B5%D0%B3%D1%96%D1%8F-%D1%80%D0%B5%D0%B3%D1%96%D0%BE%D0%B%D0%B0%D0%BB%D1%8C%D0%BD%D0%BE%D0%B3%D0%BE-%D1%80%D0%BE%D0%B7%D0%B2%D0%B8%D1%82%D0%BA%D1%83.pdf>

⁶¹ Official text of the Covenant of Mayors for Climate and Energy. <https://com-east.eu/uk/library/oficzijnji-tekst-ugody-meriv-po-klimatu-ta-energiyi/>

⁶² Action plans. <https://com-east.eu/uk/plans/>

Number of SECAPs adopted by communities in Ukraine



Source: <https://com-east.eu/uk/plans/>

Sustainable energy and climate action plans are a voluntary initiative and not yet widespread practice. Instead, local energy plans should be developed for each territorial community and region. The legislator has provided for the possibility of combining SECAPs with local energy plans. If SECAPs contain measures to “achieve goals in the field of energy efficiency, energy development, and adaptation to climate change, including the reduction of carbon dioxide emissions,” they can be combined with local energy plans (Part 3 of Article 6 of the Law of Ukraine “On Energy Efficiency”). In this way, they will strengthen the climate component of energy plans.

Recovery planning documents

The Climate Law provides for the integration of the climate component into regional and community recovery planning documents. Climate considerations must be included in these documents, regardless of whether greenhouse gas emission reduction plans, climate change adaptation strategies, or any other state planning documents have been adopted at the regional and local levels.

The Climate Law includes the following in the recovery planning documents, which must include a climate component:

- 1) programs for the comprehensive recovery of the Autonomous Republic of Crimea, regions, and territories of local communities (or parts thereof) to mitigate the consequences of emergencies and the consequences of the Russian Federation’s armed aggression against Ukraine.

This wording of the law disagrees with current legislation, in particular the Law of Ukraine “On the Regulation of Urban Development,”⁶³ which introduced comprehensive recovery programs into the national legal field. The inconsistency concerns the levels and objectives

⁶³ On the regulation of urban development activities. Law of Ukraine No. 3038-VI of February 17, 2011. <https://zakon.rada.gov.ua/laws/show/3038-17#Text>

of comprehensive recovery programs. First, the latter provided for the adoption of comprehensive recovery programs only for regions and territorial communities, but not for the Autonomous Republic of Crimea. Second, programs are adopted for the restoration of territories that (1) have suffered as a result of armed aggression against Ukraine or (2) are places of concentration of socio-economic, infrastructural, environmental, or other crisis phenomena.⁶⁴ In contrast, Ukraine's Climate Law refers to the recovery of territories for (1) mitigation of the consequences of emergencies, (2) the consequences of the Russian Federation's armed aggression against Ukraine;

2) other local planning documents that regulate the recovery of Ukraine to mitigate the consequences of emergencies and the consequences of the Russian Federation's armed aggression against Ukraine.

Once again, the legislator changes the purpose of planning documents, providing for restoration to mitigate the consequences of emergencies (the latter being only one type of crisis situation). In addition, the Law excluded the regional level of state policy planning and, as a result, did not take into account the requirements of existing legislation. In particular, the Law of Ukraine "On the Principles of State Regional Policy"⁶⁵ provides for a separate type of planning documents for the restoration of regions and territories affected by armed aggression against Ukraine. These are restoration and development plans, which are adopted for both territorial communities and regions.

General requirements for the content and procedure for adopting recovery planning documents at the regional and local levels are established by special legislation.⁶⁶ The Climate Law of Ukraine supplements the requirements in terms of taking into account the climate component. These documents are developed taking into account the principles and objectives of state climate policy and should contribute to their achievement.

According to Article 15 of the Law, recovery planning documents must also

- define specific measures to mitigate and adapt to climate change, as well as measures to use low-carbon technologies;
- take into account the necessary policies and measures to mitigate and adapt to climate change, as well as measures to ensure resilience to current and projected climate change (applies to documents regulating the restoration of infrastructure, housing stock, social facilities, etc.).

The Climate Law does not require the development of methodological recommendations for taking climate considerations into account in recovery planning documents. However, the Ukrainian government has planned appropriate measures. Specifically, methodological recommendations are to be developed by 2024 for taking climate considerations into account in comprehensive reconstruction programs to overcome the consequences of the

⁶⁴ Procedure for developing, conducting public discussions, approving programs for the comprehensive restoration of a region, territory of a territorial community (or part thereof), and making changes thereto. Approved by Resolution of the Cabinet of Ministers of Ukraine No. 1159 of October 14, 2022. <https://zakon.rada.gov.ua/laws/show/1159-2022-%D0%BF#n10>

⁶⁵ On the principles of the state regional policy. Law of Ukraine No. 156-VIII of February 5, 2015.. <https://zakon.rada.gov.ua/laws/show/156-19#Text>

⁶⁶ For example: The Procedure for the development, implementation, and monitoring of regional recovery and development plans and territorial community recovery and development plans. Approved by Resolution of the Cabinet of Ministers of Ukraine No. 731 of July 18, 2023. <https://zakon.rada.gov.ua/laws/show/731-2023-%D0%BF#n36>; Procedure for developing, conducting public discussions, approving comprehensive recovery programs for a region, a territorial community (or part thereof), and making changes to them. Approved by Resolution of the Cabinet of Ministers of Ukraine No. 1159 of October 14, 2022. <https://zakon.rada.gov.ua/laws/show/1159-2022-%D0%BF#n10>



Russian Federation's armed aggression against Ukraine.⁶⁷ However, the recommendations have not been approved.

The content and procedure for adopting relevant documents for planning state climate policy at the regional and local levels are also influenced by other Ukrainian legislation. In particular, regional recovery and development plans, territorial community recovery and development plans,⁶⁸ as well as comprehensive regional recovery programs and comprehensive territorial community recovery programs (or parts thereof) are excluded from the scope of strategic environmental assessment.⁶⁹

Work is currently underway in Ukraine to develop and adopt programs for the comprehensive restoration of regions and territorial communities. Progress varies. Some regions have already adopted relevant programs (for example, Zhytomyr, Kyiv, and Chernihiv regions),⁷⁰ while others are in the process of developing these documents. At the local level, few comprehensive recovery programs have been adopted.⁷¹ An analysis of comprehensive regional recovery programs and action plans for their implementation indicates that the requirements of the Climate Law regarding the inclusion of a climate component are not being taken into account by developers. The programs do not contain specific measures to mitigate the effects of climate change and adapt to it, or measures to use low-carbon technologies. If they do contain such measures, there are few of such measures.

⁶⁷ Operational plan of measures for the implementation of the Strategy for the Formation and Implementation of State Policy in the Field of Climate Change 2035 in 2024-2026, approved by Resolution of the Cabinet of Ministers of Ukraine No. 483-r of May 30, 2024. <https://zakon.rada.gov.ua/laws/show/483-2024-%D1%80#n178>

⁶⁸ Paragraph 3 of Part 2, Article 2 of the Law of Ukraine "On Strategic Environmental Assessment" dated March 20, 2018, No. 2354-VIII. <https://zakon.rada.gov.ua/laws/show/2354-19#Text>

⁶⁹ Part 8 of Article 15-1 and Part 8 of Article 15-2 of the Law of Ukraine "On Regulation of Urban Development" dated February 17, 2011, No. 3038-VI. <https://zakon.rada.gov.ua/laws/show/3038-17#Text>

⁷⁰ Register of comprehensive oblast recovery programs. https://e-construction.gov.ua/recovery_region

⁷¹ Register of comprehensive community recovery programs. https://e-construction.gov.ua/recovery_com

SECTION 3. Institutional Structure of Climate Governance Architecture

3.1 NATIONAL LEVEL

The Constitution and laws of Ukraine define the system of government bodies at the national level, their competence and powers in the formation and implementation of public policy in general, as well as in specific areas.

Section 2 of the Law of Ukraine “On the Fundamentals of State Climate Policy of Ukraine” defines the institutional framework for the implementation of climate policy in Ukraine at the central and local levels and provides for mechanisms for interaction and cooperation between different state authorities that implement the relevant policy.

In accordance with Part 1 of Article 5 of the Climate Law, the following bodies are responsible for defining the principles of state climate policy and for state regulation and management in the field of state climate policy at the national level, within the limits of their powers:

- the Verkhovna Rada of Ukraine,
- the Cabinet of Ministers of Ukraine,
- the central executive body that ensures making and implementation of the state policy in the field of environmental protection,
- the central executive body that ensures making and implementation of the state policy in the field of economic, social development, and trade,
- the central executive body that makes and implements state policy in the electric power, nuclear, coal industry, peat extraction, oil and gas, and oil and gas processing sectors,
- the central executive body that implements state policy in the field of hydrometeorological activities,
- other central executive bodies.

The Climate Law defines the powers of these bodies but does not provide a comprehensive list of these powers.

1. In accordance with the Climate Law, **the Verkhovna Rada of Ukraine**:

- 1) defines the basic principles of state climate policy;
- 2) exercises parliamentary control over making and implementation of state climate policy within the limits defined by the Constitution of Ukraine and the laws of Ukraine;
- 3) reviews annual information from the Cabinet of Ministers of Ukraine on the progress and results of the implementation of policies and measures to mitigate and adapt to climate change;
- 4) exercises other powers defined by the Constitution of Ukraine.

So, the Verkhovna Rada creates the legal framework for the implementation of climate policy and defines its basic principles, including through the ratification of international treaties of Ukraine, and exercises parliamentary control over its implementation, exercising powers to hear reports from executive bodies, control the use of budget funds, organize parliamentary hearings, create temporary investigative commissions, etc. The communication and information role of the Verkhovna Rada is also important, as it contributes to raising public awareness, establishing dialogue with the public, etc.

2. In accordance with the Climate Law, **the Cabinet of Ministers of Ukraine:**

- 1) ensures the prioritization and implementation of cross-sectoral state climate policy, directs and coordinates the work of ministries and other executive bodies in this area;
- 2) ensures the development and implementation of measures to create the infrastructure, material and technical base, and other conditions necessary for the formation and implementation of state climate policy;
- 3) issues, within its powers, regulatory and legal acts on state climate policy, including approving the National Energy and Climate Plan, Ukraine's nationally determined contribution to the Paris Agreement, the Long-Term Strategy for Low-Carbon Development of Ukraine, the Strategy for Adaptation to Climate Change, sectoral program documents on reducing anthropogenic greenhouse gas emissions and increasing greenhouse gas removal by sinks, sectoral program documents on adaptation to climate change, and other documents provided for by the Climate Law;
- 4) assesses draft regulatory acts for compliance with the objectives of the state climate policy defined by the Long-Term Strategy for Low-Carbon Development of Ukraine;
- 5) determines the central executive body that develops the Long-Term Strategy for Low-Carbon Development of Ukraine;
- 6) determines the central executive bodies that develop sectoral program documents on reducing anthropogenic greenhouse gas emissions and increasing greenhouse gas removal by sinks;
- 7) submits to the Verkhovna Rada of Ukraine, no later than June 1 of the current year, information for the previous calendar year on the progress and results of the implementation of policies and measures to mitigate the effects of climate change and adapt to it, on the progress and results of the implementation of the Long-Term Strategy for Low-Carbon Development of Ukraine, the National Energy and Climate Plan, the Strategy for Adaptation to Climate Change;
- 8) exercises other powers defined by law.

Thus, the role of the CMU can be divided into several areas: coordination of the formation and implementation of climate policy, ensuring compliance with laws and international obligations, including through supervisory and control powers over the activities of central executive bodies, development and implementation of climate policy instruments, and institutional development.

3. **The central executive body that makes and implements state policy in the field of environmental protection, economic and social development, and trade (the Ministry of Economy, Environment, and Agriculture of Ukraine, hereinafter referred to as the Ministry of Economy)**

Climate Law divides the powers of the central executive body in the field of environmental protection and the central executive body in the field of economic policy. However, due to the liquidation of the Ministry of Environment, its functions have been transferred to the Ministry of Economy, Environment and Agriculture (Ministry of Economy). The Ministry of Economy is now the main body in the system of central executive authorities that ensures the formation and implementation of state policy in the field of environmental protection, ecological and, within the powers provided by law, biological and genetic safety. The main tasks of the Ministry of Economy include, among other things, ensuring the formation and implementation of state policy in the field of atmospheric air protection, monitoring, reporting, and verification of greenhouse gas emissions from installations located on the territory of Ukraine, as well as regulating ozone-depleting substances and fluorinated greenhouse gases, protecting the ozone layer and preventing global warming, climate change and complying with the requirements of the UN Framework Convention on Climate Change, the Kyoto Protocol thereto and the Paris Agreement.

Therefore, in accordance with the Climate Law, the Ministry of Economy performs the following functions:

- 1) ensures making and implementation of state climate policy;
- 2) interacts with other central executive bodies on policies and measures to mitigate the effects of climate change and adapt to it;
- 3) regulates state climate policy;
- 4) provides information on climate change issues;
- 5) develops the National Energy and Climate Plan;
- 6) submits proposals to the Cabinet of Ministers of Ukraine on determining priority areas of activity and directing state budget expenditures toward the implementation of policies and measures to mitigate the effects of climate change and adapt to it;
- 7) develops sectoral plans to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks, sectoral program documents on adaptation to climate change, and action plans for them in accordance with its powers;

So, the Ministry of Economy has undergone significant changes and is in the process of reform, as its functional powers now include the powers of the Ministry of Agrarian Policy and the Ministry of Environmental Protection and Natural Resources. Despite the difficulties associated with reforming and forming a new team responsible for climate policy, this merger should be aimed at strengthening coordination between economic development, the agricultural sector, and environmental policy. It is known that, as of today, the Ministry of Economy has established a Climate Change Department with a Climate Policy Section, a Carbon Pricing Section, and an Ozone Layer Protection Sector among the departments that will be involved in making and implementation of climate policy. At the same time, other structural units have been created within the Ministry that will be responsible for implementing climate change policy, such as the Department of External Coordination and Development in the Field of Environmental Protection, which includes the Division for Coordination of Compliance with Environmental Policy Commitments under International Agreements and the Division for Analysis, Exchange, and Implementation of Global Experience in the Field of Environmental Protection.⁷² There is also a Department for Economic Cooperation with

⁷² <https://mail.google.com/mail/u/0/?tab=rm&ogbl#label/PA%D0%A6/WhctKLbmhxjntnKzfkMMblTvXHkqgCSSNHXMFVhvnTSkvkrmJhKFXjxDQvBhSILkxBxnLQ?projector=1&messagePartId=0.1.1>

the EU and Other Countries⁷³ and a Sector for Coordination of the Implementation of the National Energy and Climate Plan.⁷⁴ It is important that issues related to the implementation of climate policy fall within the competence of a single structural unit of the Ministry. For example, it would be advisable to assign issues of adaptation to climate change to the competence of a separate section of the Directorate/Department for Climate Change.

4. The central executive body making and implementing state policy in the electric power, nuclear, coal, peat, oil and gas, and oil and gas processing sectors (Ministry of Energy):

- 1)** participates in the development of the National Energy and Climate Plan;
- 2)** develops sectoral plans to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks, sectoral program documents on adaptation to climate change, and action plans for them in accordance with its powers;
- 3)** exercises other powers defined by law.

Given that energy is the sector responsible for the largest amount of GHG emissions, the Ministry of Energy should be the driving force behind the implementation of decarbonization policy in Ukraine, which is responsible for the transformation of the energy sector, which is the basis for achieving climate goals in the country. The Ministry of Energy plays an important role in international cooperation and harmonizing Ukrainian legislation with EU requirements.

5. The central executive body that implements state policy in the field of hydrometeorological activities:

- 1)** provides climate information services and prepares climate change forecasts;
- 2)** publishes and updates information on climate change forecasts on its official website;
- 3)** initiates the development of state-targeted scientific and technical programs in the field of climate change;
- 4)** exercises other powers defined by law.

Thus, the Ukrainian Hydrometeorological Center, which is under the jurisdiction of the State Emergency Service of Ukraine, does not formulate climate policy, but provides the factual and scientific basis for its formulation.

6. Other central executive bodies

- 1)** prepare proposals for the implementation of state climate policy in the relevant sector and create organizational and economic mechanisms to ensure its implementation;
- 2)** in accordance with their powers, participate in the development of national action plans, the implementation of policies and measures to mitigate the effects of climate change and adapt to it, the implementation of scientifically based assessment and monitoring of their implementation, and the preparation of information on the status

⁷³ <https://me.gov.ua/Documents/Detail?lang=uk-UA&id=6c2c3d93-3a49-466d-af6e-cf94f74d76fa&title=DepartamentTorgovelo-ekonomichnogoSpivrobitnitstva>

⁷⁴ <https://me.gov.ua/Documents/Detail/95600980-0dcb-4498-b2f5-4d021f8f43e2?lang=uk-UA&title=SektorKordinatsiiVpovadzheniaNatsionalnogoPlanuZEnergetikiTaKlimatu>

of implementation of these plans and policies and measures for submission to the Cabinet of Ministers of Ukraine;

- 3) develop sectoral plans to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks, sectoral program documents on adaptation to climate change, and action plans for them;
- 4) exercise other powers specified by law.

As we can see, the list of bodies and powers in the law is not comprehensive, since challenges may arise in the climate sphere that relate to the activities of a public authority which, at first glance, does not have powers in the relevant sphere, but when implementing certain measures, plans, and program documents, it must be involved in the relevant activities, taking into account its area of competence. Therefore, the following bodies and structures (ministries/services/commissions/agencies/inspections/institutions) at the national level are also involved in achieving climate goals and implementing policies in the relevant area:

- **Ministry of Communities and Territories Development**⁷⁵ - responsible for transport sector development (including green transport), energy efficiency of buildings, and sustainable urban planning;
- **Ministry of Internal Affairs (MIA)**⁷⁶ - oversees **the State Emergency Service (SES)**,⁷⁷ - responsible for climate change forecasting;
- **Ministry of Finance**;⁷⁸
- **Ministry of Strategic Industries**;⁷⁹
- **Ministry of Education and Science**;⁸⁰
- **Ministry of Social Policy** - will be involved in shaping policy in the area of the Social Climate Fund;
- **State Forestry Agency**;⁸¹
- **State Agency for Water Resources**;⁸²
- **State Agency for Energy Efficiency and Energy Saving**;⁸³
- **State Statistics Service**;⁸⁴
- **State Service for Geodesy, Cartography and Cadastre**;⁸⁵
- **National Energy and Public Utilities Regulatory Commission (NEURC)**;
- **National Securities and Stock Market Commission**⁸⁶ should be involved in the ETS in the context of auctions;
- **The National Center for GHG Emission Inventory** - a public institution within the Ministry of Economy (formerly the Ministry of Environment), which has established the Emissions Inventory Department and the Department for Monitoring, Reporting, and Verification of GHG Emissions;⁸⁷

⁷⁵ <https://mindev.gov.ua/diialnist/napriamy>

⁷⁶ <https://mvs.gov.ua/>

⁷⁷ <https://dsns.gov.ua/>

⁷⁸ <https://mof.gov.ua/uk/>

⁷⁹ <https://mspu.gov.ua/>

⁸⁰ <https://mon.gov.ua/>

⁸¹ <https://forest.gov.ua/>

⁸² <https://www.davr.gov.ua/diialnist>

⁸³ <https://saee.gov.ua/>

⁸⁴ <https://stat.gov.ua/uk>

⁸⁵ <https://www.nerc.gov.ua/>

⁸⁶ <https://www.nssmc.gov.ua/>

⁸⁷ <https://nci.org.ua/>

- **The State Environmental Inspection** - a central executive body whose activities are directed and coordinated by the CMU through the Minister of Economy, Environment, and Agriculture,⁸⁸ which exercises certain supervisory powers in the field of monitoring, reporting, and verification of GHG emissions;
- **The National Accreditation Agency of Ukraine**⁸⁹ established a technical committee for accreditation of “Verification of GHG claims”;⁹⁰
- **The Agency for Reconstruction**;⁹¹
- **The National Academy of Sciences of Ukraine** will play a role in providing scientific support for climate policy;
- **Energy Efficiency Fund**;⁹²
- **Entrepreneurship Development Fund**;⁹³
- **Joint Stock Company Decarbonization Fund of Ukraine** provides preferential loans to finance energy efficiency projects using funds from the State Decarbonization and Energy Efficiency Transformation Fund.⁹⁴ The fund’s shares are owned by the state, represented by the State Agency for Energy Efficiency and Energy Saving. The government approves the procedure for using the State Fund for decarbonization and energy efficiency transformation⁹⁵, where taxes on GHG emissions is one of the revenue sources.⁹⁶

In addition, in 2026, Ukraine plans to create a separate body responsible for implementing a greenhouse gas emissions trading system (ETS), including in the maritime and aviation sectors, taking into account existing plans to introduce ETS and its future linking with the EU ETS.

The Climate Law does not specifically define the powers **of the President of Ukraine** in the field of climate policy implementation, but it should be noted that the President of Ukraine influences the formation and implementation of state policy in the field of climate change within the framework of his constitutional powers to ensure national security. In this regard, the activities of the National Security and Defense Council of Ukraine (NSDC) cannot be ignored. Its decision-making practice demonstrates its broad interpretation of issues related to national security and defense, as a result of which it influences various areas of state policy, including climate change. In 2020, the President of Ukraine approved the National Security Strategy of Ukraine, which states that it is the basis for the development of the Environmental Security and Climate Change Adaptation Strategy *inter alia*.⁹⁷ In 2021, the National Security and Defense Council of Ukraine adopted a decision on challenges

⁸⁸ <https://www.dei.gov.ua/post/3269>

⁸⁹ https://naau.org.ua/userfiles/files/%D0%9F%D0%BE%D0%BB%D0%BE%D0%B6%D0%B5%D0%BD%D0%BD%D1%8F%2022_08.pdf

⁹⁰ <https://naau.org.ua/14-tekhnichni-komiteti-z-akreditatsii>

⁹¹ <https://restoration.gov.ua/>

⁹² <https://eefund.org.ua/>

⁹³ <https://bdf.gov.ua/programs/prohrama-doday-enerhiyi-tvoyemu-biznesu/>

⁹⁴ <https://zakon.rada.gov.ua/laws/show/761-2024-%D0%BF#Text>
https://fdu.com.ua/?fbclid=IwZXh0bgNhZW0CMTAAYnJpZBExZVFKWHNmS0xjempPMjRTSAEeG9i_wtYE3p9esTzKZoq4iIM20xf8AiqfSPiQiZgsR1B-0AenEH9Fx9O63U8_aem_u1D6319zyMCAkOtFltslBQ

⁹⁵ On approval of the Procedure for the use of funds from the State Fund for Decarbonization and Energy Efficiency Transformation. Resolution of the Cabinet of Ministers of Ukraine No. 761 dated June 21, 2024. <https://zakon.rada.gov.ua/laws/show/761-2024-%D0%BF#Text>

⁹⁶ <https://saee.gov.ua/news/uriadom-zatverdzeno-poriadok-vikoristannia-kostiv-derzavnogo-fondu-dekarbonizaciyi-ta-energoefektivnoyi-transformaciyi>

⁹⁷ On the decision of the National Security and Defense Council of Ukraine of September 14, 2020, “On the National Security Strategy of Ukraine.” Decree of the President of Ukraine of September 14, 2020, No. <https://zakon.rada.gov.ua/laws/show/392/2020#n5>

and threats to Ukraine's national security in the environmental sphere and identified priority measures to be taken by the Ukrainian government, including in the field of climate change.⁹⁸ Measures in the field of climate change were also identified by the NSDC of Ukraine in some decisions related to the reform of state policy, for example, regarding neutralizing threats in the energy sector. In addition, the Office of the President is involved in achieving sustainable development goals (in the context of climate action and green financing).

It is worth noting separately the involvement of **the banking sector** in the implementation of green criteria for financing reconstruction projects (and separately for investment projects) that will be aimed at decarbonization. This is also related to the draft law on the principles of green recovery in Ukraine, the reform of public investment management, the activities of the Restoration Agency, etc., in the context of introducing criteria for project financing.

The Climate Law provides for establishing for **advisory, consultative, and other auxiliary bodies on climate change** and creating a **Scientific and Expert Council on Climate Change and Ozone Layer Preservation** as an independent advisory scientific and expert body. In particular:



- in accordance with Article 6 of the Climate Law, central executive bodies may establish consultative, advisory, or other auxiliary bodies on climate change in order to achieve the objectives of state climate policy and comply with the principles of good governance in the implementation of state climate policy;
- the Cabinet of Ministers of Ukraine shall establish an advisory, consultative, or other auxiliary body on climate change (Part 2 of Article 6 of the Climate Law) for the effective coordination of the activities of executive bodies in the implementation of state climate policy, the fulfillment of Ukraine's international commitments on climate change and the preservation of the ozone layer;
- a Scientific and Expert Council on Climate Change and Ozone Layer Preservation shall be established as an independent advisory scientific and expert body for the purpose of providing scientific support for making state climate policy, achieving its goals, reviewing draft documents for state climate policy planning, monitoring the implementation of state policies and measures, general scientific coordination and forecasting in the field of climate change, (Part 4 of Article 7 of the Climate Law).

Ukraine faces the task of determining the legal status of the Scientific and Expert Council on Climate Change and Ozone Layer Preservation, its functions and tasks, the procedure for its formation, and, most importantly, the creation of the Council and the launch of its activities, thereby strengthening the scientific and expert contribution to the formation

⁹⁸ On challenges and threats to Ukraine's national security in the environmental sphere and priority measures to mitigate them. Decision of the National Security and Defense Council of Ukraine dated March 23, 2021. <https://zakon.rada.gov.ua/laws/show/n0018525-21#Text>

⁹⁹ On measures to mitigate threats in the energy sector. Decision of the National Security and Defense Council of Ukraine dated July 30, 2021. <https://zakon.rada.gov.ua/laws/show/n0056525-21#Text>

and implementation of state climate policy. The role, establishment, and powers of this body must be regulated separately, taking into account the requirements and experience of European institutions¹⁰⁰.

As part of the international technical assistance project “Capacities for Climate Action,” funded by the German Federal Government and the European Union, **the Ukrainian Climate Office** (UCO)¹⁰¹ was launched in Ukraine in October 2023, with the aim of becoming an independent institution and advisory body in line with leading European experience, and to play an important role in supporting cross-sectoral coordination of climate policy to address cross-sectoral issues related to climate change.¹⁰² As an international technical assistance project, the UCO already provides and can continue to provide technical and expert support to public authorities in the field of climate policy formation and implementation in Ukraine, as it already functions as a platform for climate governance and has relevant experience in analysis, climate policy consulting, stakeholder coordination support, and awareness raising.

Once fully institutionalized as a Ukrainian institution, the UCO could also perform the functions of the secretariat of the Scientific and Expert Council established under the Climate Law. This would ensure that the Council's scientific recommendations are based on a specialized body with relevant technical expertise and operational capacity and would create powerful synergies between cross-sectoral coordination, scientific input, and the policy implementation cycle, which is critical for advancing Ukraine's path to climate neutrality and approximation with the EU. To start this process, a transitional model could be considered, whereby UCO, currently an international technical assistance project, would perform secretariat functions on the basis of a delegated agreement or public-private partnership. This would allow UCO to develop the necessary procedures, human resources, and trust while a formal legal framework for its future independent status is being developed.

In addition, Ukraine has some experience with advisory bodies operating under government authorities. For example, in November 2024, Ukraine established **the Green Transition Office**¹⁰³, which is an independent permanent advisory body under the Ministry of Economy that helps implement reforms in the areas of green transition, energy, and climate policy and operates with financial support from the UK Department for International Development.¹⁰⁴ The Ministry of Economy provides organizational and informational support for the Office's activities.¹⁰⁵ For example, the Ministry of Energy has an advisory body, **the Ministry of Energy's Recovery and Reform Support Office**, which assists the Ministry's team in achieving the goals of climate neutrality in Ukraine's energy sector in line with the EU's 2050 targets.¹⁰⁶

Currently, there is no single mechanism for coordinating the activities of executive authorities in the field of climate policy implementation. The CMU is responsible for the overall coordination of ministries, other central executive authorities, the Council of Ministers of

¹⁰⁰ Given the above, we note the increased role of special expert research regarding creation and functioning of scientific climate change councils (such as research carried out in 2025 and developed under the UCO project) and use of instruments supporting the stakeholders (e.g., International Climate Councils Network toolkit).

¹⁰¹ [GIZ Ukraine - ЕС та уряд Німеччини підтримують Міністерство... | Facebook](#)

¹⁰² <https://ukrainian-climate-office.org/about/>

¹⁰³ [The Green Transition Office has been launched in Ukraine | Cabinet of Ministers of Ukraine](#)

¹⁰⁴ <https://gto.dixigroup.org/>

¹⁰⁵ Regulations on the Green Transition Office under the Ministry of Economy of Ukraine. <https://zakon.rada.gov.ua/rada/show/v4210930-24#Text>

¹⁰⁶ <https://www.mev.gov.ua/storinka/ofis-pidtrymky-vidnovlennya-ta-reform-ministerstva-enerhetyky-ukrayiny>

the Autonomous Republic of Crimea, and local state administrations. In practice, advisory bodies are created to coordinate the activities of executive authorities in specific areas. In the climate sphere, the following temporary advisory bodies of the CMU can be highlighted:

- **Interdepartmental Working Group on Coordination of Climate Change Mitigation within the European Commission's European Green Deal initiative**¹⁰⁷ under the CMU;
- **Interministerial Commission on Climate Change and Ozone Layer Preservation**,¹⁰⁸ which is a temporary advisory and consultative body established to ensure coordination of the actions of executive authorities in implementing state policy in the field of climate change and ozone layer preservation.

In addition, Ukraine has established an Interdepartmental Working Group on the Preparation of Proposals and Recommendations for the Development of the National Energy and Climate Plan¹⁰⁹ and an Interdepartmental Working Group on Monitoring the Implementation of the National Energy and Climate Plan for the period up to 2030.¹¹⁰

Cooperation and coordination of the activities of advisory bodies in the field of climate policy implementation, which have already been established and will be established in the future, need to be regulated and depend on their status, organizational and legal form, priorities, and areas of expert activity. Cooperation mechanisms can be regulated in cooperation agreements/memoranda to achieve maximum results from the scientific and expert potential of various structures.

Given the reform processes of the Ministry of Economy, whose competence also extends to environmental and agricultural policy, it can be assumed that climate policy in these areas will be coordinated within a single body. However, this does not exclude challenges related to the need to coordinate, for example, climate and energy policy, urban development policy, etc. In addition, institutional reform does not change the essence of the powers of bodies in the field of climate policy, so they are transferred to the newly created body.

3.2 REGIONAL AND LOCAL LEVEL

Ukraine's climate law outlines the powers of local authorities and local government bodies in terms of developing, implementing, and monitoring regional and local planning documents in the field of climate policy, ensuring the implementation of state climate policy, and introducing measures to stimulate, educate, and provide financial support for climate measures.

State regulation and management in the field of state climate policy within the limits of their powers are carried out by:

- The Council of Ministers of the Autonomous Republic of Crimea, local state administrations;
- the Verkhovna Rada of the Autonomous Republic of Crimea, and local self-government bodies.

¹⁰⁷ ПOn the establishment of an interdepartmental working group on coordinating efforts to combat the effects of climate change as part of the European Commission's European Green Deal initiative. Resolution of the Cabinet of Ministers of Ukraine No. 33 of January 24, 2020. <https://zakon.rada.gov.ua/laws/show/33-2020-%D0%BF#Text>

¹⁰⁸ On the establishment of an Interdepartmental Commission on Climate Change and Ozone Layer Preservation. Resolution of the Cabinet of Ministers of Ukraine No. 879 dated September 23, 2020. <https://zakon.rada.gov.ua/laws/show/879-2020-%D0%BF#Text>

¹⁰⁹ <https://zakon.rada.gov.ua/laws/show/924-2023-%D0%BF#Text>

¹¹⁰ <https://zakon.rada.gov.ua/laws/show/583-2025-%D0%BF#Text>

The Law focuses on the powers of local authorities and local self-government bodies to develop and adopt policy documents on climate change at the regional and local levels, and to ensure the inclusion of climate measures in other state policy planning documents. Their powers are largely similar, but some have specific features.



Ukraine's climate law outlines **the powers to adopt plans to reduce greenhouse gas emissions** and increase the removal of greenhouse gases by sinks, as well as **strategies for adapting to climate change**. In particular, these documents at the regional level are:

- approved by the relevant council (paragraph 1 of part 9 of Article 5 of the Law). An analysis of the provisions of Ukraine's Climate Law regarding the adoption of plans and strategies indicates that only the Verkhovna Rada of the Autonomous Republic of Crimea and regional councils are responsible for this. District councils are not provided for by the Law, but this situation takes into account the administrative-territorial reform (decentralization) in Ukraine, according to which such councils, although formally remaining, are in fact deprived of the necessary resources and powers, in particular in the climate sphere;
- developed by the Council of Ministers of the ARC and local state administrations and submitted for approval by the relevant council. Paragraph 1 of Part 9 of Article 5 of the Law states that these bodies, when developing plans and strategies must take into account the requirements set out in Article 13 of the Law, which is dedicated to sectoral program documents on adaptation to climate change. This provision contradicts Article 14 of the Law, which deals with the planning of state climate policy at the regional and local levels and establishes a much broader list of program documents to be adopted at the national and sectoral levels. It is clear that there is a technical error here (correcting requires amendments to the Law);
- implementation of relevant plans and strategies is ensured by the Council of Ministers of the Autonomous Republic of Crimea and local state administrations;
- the Council of Ministers of the Autonomous Republic of Crimea and local state administrations also ensure reporting on the implementation of plans and strategies to the relevant council.

At the local level these documents are

- approved by village, settlement, and city councils (this is the exclusive competence of councils in accordance with paragraph 22-3 of part 1 of Article 26 of the Law of Ukraine "On Local Self-Governance in Ukraine");
- prepared [developed] by the executive bodies of village, settlement, and city councils and submitted for approval by the relevant council (this is their own (self-governing) authority in accordance with subparagraph 7 of paragraph a) of part 1 of Article 33 of the Law of Ukraine "On Local Self-Governance in Ukraine");

- implementation of the relevant plans and strategies is ensured by the executive bodies of village, settlement, and city councils, which also monitor their implementation.

According to subparagraph 17 of paragraph b) of part 1 of Article 33 of the Law of Ukraine “On Local Self-Governance in Ukraine,” the delegated powers of these bodies include ensuring the implementation of and control over measures to mitigate the effects of climate change and adapt to it. The Climate Law of Ukraine contains similar provisions (paragraph 4 of part 10 of Article 5). Neither law contains provisions that clearly stipulate that the powers of executive bodies include ensuring the implementation and monitoring of relevant plans and strategies. Nevertheless, the plans and strategies include climate measures, among other things, so the executive bodies are authorized to ensure the implementation and monitor the implementation of these documents. To eliminate this inconsistency, amendments should be made to these laws.

- The executive bodies of village, settlement, and city councils also *monitor* the implementation of plans and strategies.

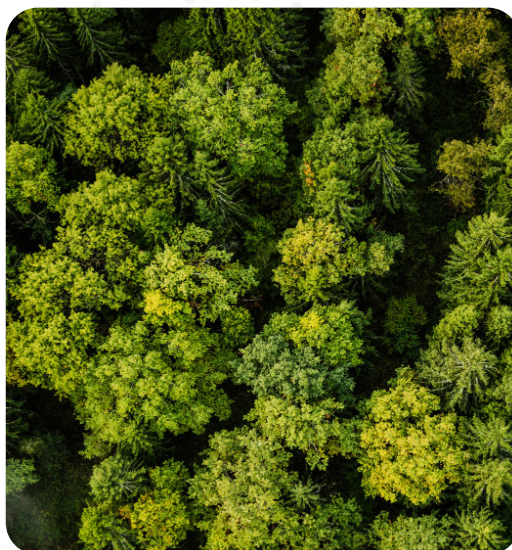
Once more, the Climate Law of Ukraine (clause 4, part 10, Article 5) and the Law of Ukraine “On Local Self-Governance in Ukraine” (subparagraph 18, paragraph b) of Part 1 of Article 33) refer to the monitoring of the implementation of policies and measures to mitigate and adapt to climate change, and therefore require clarification regarding the powers to monitor the relevant plans and strategies. Both laws ignore the powers of executive bodies to report to councils on the implementation of relevant plans and strategies. Therefore, amendments should be made to these laws in this regard.

The Climate Law of Ukraine also envisages provision **of powers** to local authorities and local self-government bodies **to ensure the inclusion of climate change mitigation and adaptation measures in** development strategies and action plans for their implementation, environmental protection programs, and/or other local or regional **planning documents** specified in Article 14 of the Law. However, the list of powers specified in parts 9 and 10 of Article 5 does not mention ensuring the inclusion of such measures in recovery planning documents. Although the relevant obligations are imposed on local authorities and local self-government bodies by Article 15 of the Law.

The Climate Law of Ukraine establishes an open list of powers. Both local authorities and local self-government bodies exercise **other powers provided for by law**. These powers may be provided for by the Climate Law of Ukraine (for example, the implementation of environmental protection measures for mitigation and adaptation to climate change within the framework of the Environmental Protection Fund), as well as by any other laws of Ukraine (e.g., the development and implementation of local energy plans, the creation of local target funds for the financial support of local energy plans).

The law establishes certain rights of local authorities and local self-government bodies, from which their powers in the climate sphere can be derived. For example, regarding the implementation of instruments to stimulate the implementation of climate measures and financial instruments to support them. Article 20 of the Law lists the instruments for stimulating the achievement of state climate policy goals. These instruments are implemented by all actors of state climate policy at the relevant levels, including at the regional and local levels. A key feature, which follows from the title of the article, is that the population is the main beneficiary of these instruments and the instruments themselves are implemented to encourage the population to implement measures to mitigate the effects of climate change and adapt to it.

Among the instruments of support for the population are state financial support in the form of grants, subsidies, low-interest loans, guarantees, targeted loans for the implementation of measures to mitigate and adapt to climate change on preferential terms, servicing of such loans at preferential rates, etc. The abstract nature of this provision regarding the entity receiving financial assistance raises concerns. In practice, support will be provided not to the population, but to specific individuals, and will require a clear distinction from the provision of support to individuals engaged in entrepreneurial activities. Article 20 of the Law is largely a framework and establishes one of the directions for stimulating and encouraging each person to implement measures to mitigate and adapt to climate change in everyday life. This will require local authorities and local self-government bodies to implement specialized programs to work with the population to change their consumer behavior or any other mechanisms to stimulate and support relevant initiatives of the population, the feasibility and enforceability of measures, as well as to ensure their implementation with actual funding.



3.3 OTHER STAKEHOLDER STRUCTURES

Ukraine has a functioning civil society (public associations, business associations, associations and unions of cities/ATCs, scientific and expert communities, etc.) that proactively seek to influence public policy in the field of climate change and is directly involved in its formation.

Civil society is building networks – uniting in coalitions, unions, associations, platforms, networks, etc. – to promote the common interests of its members. In some cases, the issue of combating climate change is a key goal around which civil society representatives unite (in particular, the Ukrainian Climate Network,¹¹¹), while in other cases it is part of the activities of a public organization. In recent years, more and more organizations have been integrating climate issues into their activities. This applies in particular to business associations (the European Business Association, GMK Center, etc.), for which climate issues are the subject of ongoing dialogue with the authorities (e.g., regarding the CBAM).

Civil society organizations are also involved in international climate processes, particularly through the activities of civil society coalitions or platforms. Civil society organizations influence the formation of climate policy through dialogue with Ukrainian and European institutions, bodies, and partners. Working Group 5, “Energy, Transport, Environment, and Climate Change,” operates as part of the Ukrainian side of the Ukraine-EU Civil Society Platform.¹¹² A similar role is played by Working Group 3 of the Ukrainian National Platform of the Eastern Partnership Civil Society Forum, which deals with issues of the environment, climate change, and energy security.¹¹³

¹¹¹ About us. Ukrainian Climate Network. <https://ucn.org.ua/>

¹¹² Ukrainian side of the Ukraine-EU Civil Society Platform. <https://eu-ua-csp.org.ua/work-groups/>

¹¹³ Ukrainian National Platform of the Eastern Partnership Civil Society Forum. <http://eap-csf.org.ua/pro-nas/struktura/>

Civil society uses various forms of participation to shape and influence state climate policy, in particular by submitting proposals, recommendations, or comments on draft policy documents on climate change and state policy planning documents in other areas, adopting position papers, participating in working groups to develop such decisions, etc.

One example of broad and early is the involvement of the public in the development of legislation and strategic planning acts, in particular the Climate Law of Ukraine and the Strategy for Development and Implementation of State Climate Change Policy 2035.

Civil society practices adopting position papers to attract the attention of national authorities, as well as the international community and EU institutions. This has become particularly relevant recently in connection with the issues of Ukraine's recovery and reconstruction from the consequences of the war and the need to take climate and environmental issues into account. Among the latest is the position paper on the recovery of Ukraine based on the principles of sustainable development and European integration, cross-sectoral integration of environmental and climate issues into the country's recovery plans and European integration processes.¹¹⁴

The launch of the National Climate Forum of Ukraine could become a potential tool for broad cooperation and co-creation of state climate policy in Ukraine. This platform would ensure regular dialogue between various stakeholders regarding the development and implementation of state climate policy in Ukraine. An example of such a dialogue includes the "Ukraine at the COP29 Climate Conference" Forum which took place on October 31, 2024, and brought together representatives of government authorities (government officials and members of parliament), civil society (non-governmental organizations, business, scientific communities), as well as representatives of diplomatic institutions and international organizations. The dialogue focused on discussing Ukraine's preparation for COP29 and the initiatives that were planned to be presented at COP29. However, such dialogue should become a permanent tool for coordination and cooperation among all stakeholders in the development of state climate policy.

3.4 EXPERIENCE OF OTHER COUNTRIES AND THE EU ON INSTITUTIONAL ISSUES OF CLIMATE GOVERNANCE

Climate authorities at the national level

In most EU countries, there is no single state body that is centrally responsible for all climate policy. These functions are often divided between different ministries/departments responsible for different areas of climate policy. However, some countries have specialized departments or ministries that play a key role in shaping climate policy. In addition, different countries use different names for ministries from the perspective of the Ukrainian practices.

When studying the experience of different countries, the United Kingdom deserves special attention, where the Department of Energy and Climate Change became part of the

¹¹⁴ Ukraine's recovery must be based on the principles of sustainable development and European integration. Position paper (2025) // Ukraine-EU Civil Society Platform, Ukrainian National Platform of the Eastern Partnership Civil Society Forum. <http://eap-csf.org.ua/2025/07/10/vidnovlennia-ukrainy-na-zasadakh-staloho-rozvytku-ta-ievropejskoi-intehratsii/>

Department for Business, Energy and Industrial Strategy in 2016.¹¹⁵ However, in 2023, the functions of this department were transferred to the Department for Energy Security and Net Zero, the Department for Science, Innovation and Technology, and the Department for Business and Trade. It is worth noting the large number of employees, for example, in the Department for Energy Security and Net Zero, which recorded approximately 4,500 employees as of June 2024.¹¹⁷ In addition, the UK also has a Department for Environment, Food and Rural Affairs, which had 10,250 employees as of 2020.¹¹⁸ In addition, other ministerial departments are involved in climate policy-making, such as the Department for Transport, the Department for Business and Trade, and the Department for Science, Innovation and Technology.¹¹⁹

In Ireland, climate policy is handled by the Department of Climate, Energy and the Environment. The department has three ministers: 1) the Minister for Climate, Energy and the Environment, who also serves as Minister for Transport; 2) the Minister for Small Business and Trade, who is also the Minister for the Circular Economy; 3) the Minister for Fisheries, who is also the Minister for Maritime Affairs.¹²⁰

Austria has a Federal Ministry for Climate Action, Environment, Energy, Mobility, Innovation, and Technology,¹²¹ which is one of the most comprehensive in Europe. This ministry has separate departments for innovation and technology, mobility and transport, with divisions in various areas, from aviation and shipping to energy, the environment, infrastructure planning, etc.¹²²

Poland has Ministry of Climate and Environment¹²³ which was created in 2020 by merging the functions of various agencies. Climate issues in the ministry are divided between different departments (e.g., the Department of Energy, the Department of Electromobility and Innovation, the Department of Heating Transformation and Energy Efficiency, the Department of Air Protection and Climate Negotiations, the Department of Climate Change Adaptation and Urban Policy, the Department of Renewable Energy Sources, and the Department of Climate Transition Planning and Strategy). In addition, the ministry has established departments for environmental instruments, education, international relations, European funds, waste management,¹²⁴ which are also involved in the implementation of climate policy within the Polish Ministry of Climate and Environment.

In Germany, a separate Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety has been established at the federal level, responsible for policy in the relevant areas. Four federal agencies operate under the auspices of the Federal Ministry: the German Environment Agency, the Federal Agency for Nature Conservation, the Federal Office for Radiation Protection, and the Federal Office for the Safety of Nuclear Waste Management. Given Germany's federal structure, the ministries of the federal states are part of the government of the respective federal state. Each state has its own Ministry of the Environment. The environment ministers represent their state (federal state) at the Conference of German Environment Ministers.¹²⁵

¹¹⁵ <https://www.gov.uk/government/organisations/department-of-energy-climate-change>

¹¹⁶ <https://www.gov.uk/government/organisations/department-for-business-energy-and-industrial-strategy>

¹¹⁷ <https://www.gov.uk/government/organisations/department-for-energy-security-and-net-zero/about>

¹¹⁸ <https://www.gov.uk/government/organisations/department-for-environment-food-rural-affairs/about>

¹¹⁹ <https://www.gov.uk/government/organisations#department-for-energy-security-and-net-zero>

¹²⁰ <https://www.gov.ie/en/department-of-climate-energy-and-the-environment/>

¹²¹ <https://www.govdirectory.org/austria/Q871765/>

¹²² <https://www.bmimi.gv.at/en/ministry/organisation.html>

¹²³ <https://www.gov.pl/web/climate>

¹²⁴ <https://www.gov.pl/web/climate/departments>

¹²⁵ <https://www.bundesumweltministerium.de/en/ministry/tasks-and-structure/federal-and-laender-authorities>



In Sweden, the ministry responsible for climate policy is called the Ministry of Climate Change and Entrepreneurship. The Ministry of Climate and Entrepreneurship is responsible for issues related to climate, the environment, energy, entrepreneurship, innovation, as well as radiation safety, the 2030 Agenda for Sustainable Development, and active outdoor recreation. The ministry is also working to ensure the transition to a circular economy. The ministry's areas of focus are energy, entrepreneurship and industry, the environment and climate, and innovation.¹²⁶

Agencies and other structures responsible for implementing climate policy

The main EU agency dealing with environmental and climate issues is the European Environment Agency (EEA), which has thematic departments for the environment, climate, and sustainability.¹²⁷ The agency's main tasks are defined in the EU's founding regulation and include: supporting policy development and key global processes; providing analytical expertise; and ensuring and supporting effective reporting infrastructure for national and international databases.¹²⁸ The agency works closely with many organizations at European, regional, and global levels.¹²⁹ The Eionet knowledge network is a key partner, bringing together 32 member countries and 6 partner countries. Eionet was founded in 1994. This European Environment Information and Observation Network is a reliable source of data, information, and assessments of sustainable development for Europe.¹³⁰

In addition to the EEA, there are other key bodies and initiatives at EU level that play an important role in EU climate and environmental policy, such as the European Climate, Infrastructure and Environment Agency (CINEA).¹³¹ CINEA plays a key role in supporting the European Commission in promoting economic development, increasing competitiveness, and protecting nature. Its mission is to support stakeholders in implementing the European Green Deal through high-quality program management, helping to deliver projects that contribute to decarbonization and sustainable growth. The agency has established departments for Sustainable Networks and Investments; Green Research and Innovation; Natural Resources, Climate, Sustainable Blue Economy, and Clean Energy; and Program Support and Resources.¹³²

The experience of environmental/climate agencies also varies from country to country and changes over time depending on the relevance of certain issues.

For example, in Sweden, the Ministry of Climate and Entrepreneurship is responsible for the following institutions/agencies in the field of climate policy:¹³³

¹²⁶ <https://www.government.se/government-of-sweden/ministry-of-climate-and-enterprise/>

¹²⁷ <https://www.eea.europa.eu/en/analysis/publications/the-european-environment-agency-in-brief/inside-the-eea>

¹²⁸ <https://www.eea.europa.eu/en/about/who-we-are>

¹²⁹ <https://www.eea.europa.eu/en/about/who-we-are>

¹³⁰ <https://www.eea.europa.eu/en/about/who-we-are/our-knowledge-network-eionet>

¹³¹ https://cinea.ec.europa.eu/index_en

¹³² https://cinea.ec.europa.eu/about-us/mission-structure-and-objectives_en

¹³³ <https://www.government.se/government-agencies/?page=1>

- Formas — government research council for sustainable development,
- Mistra — aims to promote the development of robust environmental research,
- The Stockholm Environment Institute — an international non-profit research and policy organization that addresses environmental and development issues,
- SMHI, the Swedish Meteorological and Hydrological Institute, is an expert body within the Ministry of Climate and Entrepreneurship. SMHI has a global perspective and an important mission to forecast changes in weather, water, and climate. With a scientific foundation, they use knowledge, research, and services to promote a more sustainable society.
- The Climate Policy Council is an independent, cross-sectoral expert body tasked with assessing how well the government's overall policy aligns with the climate goal of zero greenhouse gas emissions by 2045.
- The SIVL Foundation creates opportunities for collaboration between the industrial sector and the research community.
- The International Institute for Industrial Environmental Economics researches and teaches sustainable development strategies.
- The Energy Agency works to promote energy efficiency measures and investments in renewable energy technologies.
- The Swedish Environmental Protection Agency conducts and coordinates Sweden's environmental protection work. Together with many others, they work to preserve biodiversity, reduce climate impact, and promote the development of a resource-efficient society.
- The Swedish Geotechnical Institute (SGI) is an expert body that works for safe, efficient, and sustainable development and sustainable use of land and natural resources.
- Vinnova is a Swedish Agency for Innovation Systems, which promotes sustainable growth by developing Swedish innovation systems in the fields of technology, transport, communications, and employment, as well as by funding research that identifies needs, etc.

Austria also has the Austrian Federal Environment Agency¹³⁴, which has more than 600 experts who monitor, assess, and analyze the state of the environment, as well as implement climate and environmental policy through the implementation of federal environmental laws, directives, and EU regulations.

Taking the example of the United Kingdom, the Department for Environment, Food and Rural Affairs (DEFRA) cooperates with 34 agencies and organizations, including non-ministerial departments, executive agencies, advisory bodies, etc.¹³⁵ The Department of Energy Security and Net Zero also cooperates with 15 agencies and organizations, including non-ministerial departments, executive bodies, advisory bodies, etc.¹³⁶ It is worth noting that the UK Climate Change Committee was established back in 2008¹³⁷. It is an independent, statutory body established under the Climate Change Act 2008, funded from the state budget and with significant leverage over the formation of climate policy, given that the government is obliged to respond to the committee's expert conclusions.

¹³⁴ <https://www.umweltbundesamt.at/en/about-us>

¹³⁵ <https://www.gov.uk/government/organisations#department-for-environment-food-rural-affairs>

¹³⁶ <https://www.gov.uk/government/organisations#department-for-environment-food-rural-affairs>

¹³⁷ About the Climate change committee (UK) <https://www.theccc.org.uk/about/>

The experience of cooperation between national environmental agencies at the level of different European countries is noteworthy. In particular, there is an informal group of European Environmental Protection Agencies (EPA – Environmental Protection Agencies Network), which includes 39 countries and was established in 2003.¹³⁸ The diversity of member organizations in this group in terms of role, mandate, and national context allows for the exploration of different approaches to European environmental legislation and issues of common interest. The collection of know-how and best practices in the implementation of environmental policy and reporting on the state of the environment is extremely useful for the daily work of environmental protection agencies in European countries.

The structure of the EPA Network is voluntary, informal, and flexible, ensuring that it can continuously achieve its goals, meet changing needs, and address new challenges. There are currently twelve interest groups (such as climate change and adaptation, green and circular economy, green finance, etc.) where EPA member organizations collaborate on environmental issues of interest. In addition, groups have been set up on the environment and tourism, carbon capture and storage, research and solutions in the field of sustainable development, and Ukraine.¹³⁹

Despite the well-developed climate governance architecture in a number of EU countries, experts¹⁴⁰ note a number of problematic issues that still exist:

- Reliable accountability mechanisms are not sufficiently developed at the national level, despite the EU's reporting obligations, and institutionalized independent scientific advice and oversight are lacking in many member states.
- Provisions for coordination and integration to improve policy coherence exist on paper, but challenges remain regarding their effectiveness in practice. The issue of coherence between short-term and long-term climate policy planning remains urgent.
- National systems do not always ensure timely, consistent, and effective participation in climate policy decision-making and planning, and thus, despite the existence of permanent structures, there are risks of failure to reach consensus and lack of support for government action.

Special funds for financing climate measures

The climate governance architecture of foreign countries demonstrates an evolution of development and implementation of climate policy and the achievement of climate goals through a combination of institutional mechanisms and financial instruments. In particular, this refers to strengthening the role of **special funds** that finance the implementation of specific reforms in the climate sphere. Various types of special funds operate in countries to finance national climate reforms and measures: environmental protection funds, climate funds, which usually accumulate funds from market mechanisms, specialized funds that finance projects in the field of renewable energy, energy efficiency, emission reduction, and climate transformation of various sectors of the economy, etc.¹⁴¹

¹³⁸ <https://epanet.eea.europa.eu/about>

¹³⁹ <https://epanet.eea.europa.eu/about>

¹⁴⁰ Evans, Nick, Paula Schöberlein, Matthias Duwe (2024). Raising the bar on national climate governance in the EU: How EU policy can help Member States deliver certainty, accountability, consensus, and consistency on the road to net zero. Ecologic Institute: Berlin.

¹⁴¹ Maximising benefits of carbon pricing through carbon revenue use: A review of international experiences. Diana Cardenas Monar and other. // I4CE. Institute for Climate Economics. – Paris, May 2024. https://www.i4ce.org/wp-content/uploads/2024/05/Maximising-benefits-of-carbon-pricing_27june.pdf

It should be noted that states are constantly working to find the most effective types of special funds, taking into account the specifics of the national climate architecture and its practical implementation. For example, in 2010, Germany established the Energy and Climate Fund (Energie- und Klimafonds (EKF)),¹⁴² which served as a central financial instrument for promoting environmentally safe, reliable, and affordable energy supply and supporting climate measures. In 2022, in order to strengthen the financing of the country's energy and climate policy goals, support investment in promising technologies, and transition to a sustainable, climate-neutral economy, it was transformed into the Climate and Transformation Fund (Klima- und Transformationsfonds (KTF)).¹⁴³ The fund prioritizes financing key sectors such as renewable energy, industrial climate action and climate-friendly transport, including industrial transformation projects, building modernization and support for private households. The KTF is under the primary responsibility of the Federal Ministry of Finance, while the Federal Ministry of Economics and Energy is also responsible for managing the fund's assets.¹⁴⁴

Poland's experience is also noteworthy, as it has had a special institutional system for managing the financing of reforms and measures in the climate sector for decades. In 1989, the National Fund for Environmental Protection and Water Management (Narodowy Fundusz Ochrony Środowiska i Gospodarki Wodnej (NFOŚ&GW)) was established, which, in cooperation with provincial (Voivodeship) environmental protection and water management funds, forms the basis of the Polish system for financing environmental protection and the implementation of climate measures. The fund was established as a state legal entity (institution), and the legal basis for its operation is the Environmental Protection Act.¹⁴⁵ The Fund is formally accountable to and coordinated mainly by the Ministry of Climate and Environment, which has institutional influence over the Fund, in particular through the delegation of powers in the field of environmental policy, the allocation of budget funds, and the setting of priorities. In addition, other government agencies (e.g., the ministries of development and technology, regional development, agriculture, and rural development) can influence the fund's activities through joint programs, coordination councils, or interagency committees.

The National Fund for Environmental Protection and Water Resources initiates and supports activities related to the environment and energy transformation, finances and co-finances pro-environmental projects. The activities of NFOŚ&GW in 2021-2024 were aimed at implementing tasks related to climate change and combating air pollution.¹⁴⁶ Financial management is carried out through priority programs, as follows:¹⁴⁷

- adaptation to climate change and protection of water resources from pollution (including tasks related to adaptation to climate change and reduction of environmental risks);
- waste management and protection of the Earth;

¹⁴² Gesetz zur Errichtung eines Sondervermögens «Energie- und Klimafonds» (EKFG). 08.12.2010. https://climate-laws.org/document/energy-and-climate-fund-act-ekfg_f3d2

¹⁴³ Gesetz zur Errichtung eines Sondervermögens «Klima- und Transformationsfonds» (Klima- und Transformationsfondsgesetz - KTFG). 22.7.2022. <https://www.gesetze-im-internet.de/ekfg/BJNR180700010.html>

¹⁴⁴ Bundeskabinett beschließt Wirtschaftsplan des Klima- und Transformationsfonds (KTF). 09.08.2023 <https://www.bundeswirtschaftsministerium.de/Redaktion/DE/Pressemitteilungen/2023/08/20230809-bundeskabinett-beschliesst-wirtschaftsplan-des-ktf.html>

¹⁴⁵ Ustawa «Prawo ochrony środowiska», 27 kwietnia 2001 r. <https://www.gov.pl/attachment/03693920-959f-45c6-a12b-361ea91bae88>

¹⁴⁶ Mission and strategy. National Fund for Environmental Protection and Water Management. <https://www.gov.pl/web/nfosigw-en/current-priority-programmes>

¹⁴⁷ Current priority programmes. National Fund for Environmental Protection and Water Management. <https://www.gov.pl/web/nfosigw-en/current-priority-programmes>

- just transition (including Local Climate Compass, support for innovation to promote a resource-efficient and low-carbon economy, New Energy);
- zero-emission energy system (zero- and low-carbon energy system, agro-energy, economic hydrogenation, etc.);
- air quality (e.g., improving air quality by replacing heating sources in apartment buildings, improving the energy efficiency of housing in apartment buildings, energy-efficient buildings);
- zero/low-emission transport (green investment program, green public transport, support for electric vehicle charging and hydrogen refueling infrastructure);
- biodiversity, education, and environmental monitoring;
- horizontal issues, including support for the relevant minister in implementing climate and environmental policy, support for the Climate Action Fund, etc.

The fund also performs the tasks of the National Operator of the Green Investment System and the National Operator of the Modernization Fund, as well as the functions of the Life National Contact Point.

Climate reform administrators

In some countries, institutions that act as **administrators of certain climate reforms** play an important role in the climate governance architecture. These are usually reforms in the field of carbon pricing and climate market mechanisms, and the introduction of instruments such as national energy and climate plans. Their format and legal status vary; they function as national ministries, agencies, and other government institutions, special units within government bodies, or structural units within other institutions. Regardless of the status of such entities, their main task is to promote specific reforms in the field of climate change and to ensure the capacity of state bodies and other stakeholders who will implement such reforms in practice.

For example, in Germany, the German Emissions Trading Agency (DEHSt) was established under the German Environment Agency (UBA). DEHSt is part of Department V of the UBA, "Climate Protection. Energy. German Emissions Trading Authority." It comprises Divisions V2 "Industrial Installations, Emission Reduction Projects, Customer Service, and Legal Issues," V3 "Energy Installations, Aviation, Registry, and Economic Aspects," and V4 "Fuel Emissions Trading and Information Technology."¹⁴⁸ Since 2004, the German Emissions Trading Agency has been the competent national authority responsible for implementing the EU ETS. Among other things, its tasks include implementing emissions trading, allocating emission allowances and managing auctions for the sale of emission allowances in Germany, as well as monitoring annual emissions reporting and the surrender of the required emission allowances. The agency also manages accounts for all accounts in the German part of the EU Emissions Trading Registry and supervises independent verifiers during the verification of emissions data. Since 2021, national emissions trading (nEHS) has supplemented the EU ETS at the national level by including the heating and transport sectors. DEHSt is also responsible for implementing nEHS.

¹⁴⁸ DEHSt: Getting to know the German Emissions Trading Authority/ https://www.dehst.de/EN/About-us/getting-to-know-DEHSt/getting-to-know-dehst_node.html#doc593758bodyText1

In Poland, an institution was also established to fulfill the state's obligations arising from the implementation of the EU ETS – the National Emission Control Center (KOBiZE). Its legal status is defined by the Act on the Greenhouse Gas Emissions Trading System (of June 12, 2015) and the Act on the Management of Greenhouse Gas Emissions and Other Substances (July 17, 2009). Under the latter law, KOBiZE operates within the structure of the Institute of Environmental Protection – National Research Institute (Warsaw). Under Polish law, KOBiZE is supervised by the Minister of Climate and Environment.¹⁴⁹

One of KOBiZE's main responsibilities is to manage and administer the Polish component of the EU ETS, including the operation of the Polish component of the EU Registry. The center also manages the national greenhouse gas emissions database, prepares annual national inventories of greenhouse gas and other emissions, performs tasks related to the preparation of greenhouse gas emission projections, the development of emission assessment methodologies and the analysis of emission quota allocations among Polish participants, and develops analyses, reports, and information tables on emissions for state and local authorities and other interested parties, and provides expert support to the relevant ministry on the EU ETS, greenhouse gas emissions, and other substances.

Ukraine has some experience with the functioning of special institutions in the climate sphere. In particular:

- special funds that finance specific measures in the climate sphere. In Ukraine, for example, the State Fund for Decarbonization and Energy Efficiency Transformation has been established as a special fund of the State Budget of Ukraine. Formally, the fund is not an institution, rather a number of executive and economic authorities involved in the management of its funds, so one may conclude that the fund operates in a hybrid format. Thus, the main administrator of budget funds is the Economic and Financial Department of the Secretariat of the Cabinet of Ministers of Ukraine, while the lower-level administrator and executor of the budget program “State Fund for Decarbonization and Energy Efficiency Transformation” is the State Agency for Energy Efficiency and Energy Saving of Ukraine. Budget funds are directed towards providing state support by increasing the authorized capital of the joint-stock company “Decarbonization Fund of Ukraine”,¹⁵⁰ which provides quarterly information on the use of funds received to finance energy efficiency and energy conservation measures.¹⁵¹



The former Ministry of Environment of Ukraine's plans for 2025 included the development and approval of the Concept and Strategy of the National Environmental Fund,¹⁵² but the relevant measures have not been implemented;

¹⁴⁹ About us. KOBiZE. <https://www.kobize.pl/en/page/id/409/about-us>

¹⁵⁰ Joint Stock Company “Decarbonization Fund of Ukraine”. <https://fdu.com.ua/about-us>

¹⁵¹ Procedure for the use of funds from the State Fund for Decarbonization and Energy Efficiency Transformation. Approved by Resolution of the Cabinet of Ministers of Ukraine No. 761 dated June 21, 2024. <https://zakon.rada.gov.ua/laws/show/761-2024-%D0%BF#Text>

¹⁵² Work plan of the Ministry of Environmental Protection and Natural Resources of Ukraine 2025 (as amended). <https://mepr.gov.ua/diyalnist/plany/plan-roboty-ministerstva-zahystu-dovkilliya-tapyrodnyh-resursiv-ukrayiny-na-2025-rik-zi-zminamy/>

- administrators of certain climate reforms. In particular, the Green Transition Office, which was established to ensure the implementation of the National Energy and Climate Plan 2030.¹⁵³ In addition, the Ministry of Economy, Environment and Agriculture of Ukraine includes a Sector for Coordination of the Implementation of the National Energy and Climate Plan. Ukraine approved the NECP in 2024 and is preparing to revise it.¹⁵⁴

Today and in the future, questions regarding the role of special funds that would finance reforms and measures in the climate sphere remain open in Ukraine. This concerns the creation of a fund as a targeted environmental fund, which, among other things, would accumulate funds and direct them towards climate protection measures, or as a separate targeted climate fund. Both options are potentially possible in Ukraine. Other issues are of critical importance, in particular - the creation of such a fund as an independent legal entity; the sources of funds to top the fund up and the distribution of funds for climate measures; the coordination and harmonization of activities with existing funds that finance certain types of climate measures; and the possibility of assigning the fund not only the functions of financing climate measures, but also, for example, the functions of administrators for the implementation of certain reforms. From this point of view, Poland's experience is interesting. At the same time, the creation of a special fund does not remove the question of the feasibility of creating other administrators of certain reforms within the structure of government bodies. Namely, an administrator for the implementation of the national ETS. The need is due to the complexity, duration, and resource intensity of the reform, which is why the latter requires separate attention from the state.

¹⁵³ Regulations on the Green Transition Office at the Ministry of Economy of Ukraine. Approved by Order of the Ministry of Economy No. 24210 dated October 4, 2024. <https://zakon.rada.gov.ua/rada/show/v4210930-24#n1>

¹⁵⁴ Organizational chart of the Ministry of Economy, Environment and Agriculture of Ukraine. <https://me.gov.ua/Documents/Detail?lang=uk-UA&id=311616a7-fdef-4076-84ff-5d66eed1ea9&title=OrganigramaMinisterstva2023>. Currently, official information about the tasks and functions of the Sector is not available on the website of the Ministry of Economy.

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The main political processes that currently influence the development and implementation of Ukraine's climate policy are the preparation for EU membership and the planning of Ukraine's post-war reconstruction based on green principles and foundations. A large section of Chapter 27, "Environment and Climate Change," of the negotiation process is devoted to climate change, which, among other things, includes issues such as the European Climate Law, governance regulations, the emissions trading system, the Social Climate Fund, land use, changes in land use, and forestry.

The implementation of Ukraine Plan indicators in terms of green transition and environmental protection has a positive impact on the implementation of climate policy priority issues but requires a more systematic approach to implement complex reforms in this area. An important step in this context was the adoption of the Law of Ukraine "On the Fundamentals of State Climate Policy."

The change in the institutional government architecture is a cause for great concern: the liquidation of the Ministry of Environmental Protection and Natural Resources is likely to have a negative impact on the prioritization of climate and environmental issues in the state's political and legislative agenda.

The Law of Ukraine "On the Fundamentals of State Climate Policy" is an important document for the implementation of EU requirements in the field of climate change in Ukraine. It defines the basic principles of climate governance architecture and provides impetus for the development of climate change legislation in Ukraine.

The climate law enshrines a number of climate policy principles that are important, particularly in the context of applying the principles of good climate governance. However, their implementation in practice often requires separate areas of work, as well as the interaction of all stakeholders in the process of forming and implementing climate policy.

The processes in climate governance architecture may vary over time. Currently, taking into account a number of political factors, the most important and complex area is the work on the future greenhouse gas emissions trading system. In early 2025, Ukraine resumed mandatory MRV, which is a necessary first step for the development and implementation of ETS in Ukraine.

A large amount of legislative work is expected in connection with Ukraine's European integration aspirations, as Ukraine needs to implement all EU legislation relating to climate change.

The Law of Ukraine "On the Fundamentals of State Climate Policy" introduced a system of state climate policy planning documents at all levels, from national to local. It also defines the powers and responsibilities of the relevant authorities for the development, adoption, implementation, and monitoring of the implementation of such documents at each level of state climate policy.

The experience of institutional measurement of climate governance architecture in other countries is interesting to study. Each country has its own unique institutional system, which has been built up over the years, taking into account various historical, legal, political, and other factors. This process is long-term, thus ensuring the search for the optimal model at a specific time and under specific circumstances. Ukraine can use individual elements of such approaches, although, same as other countries, it must follow its own unique path in building its climate governance architecture. Therefore, completely or significantly copying the models of other countries may not work in the case of Ukraine, while the main experience to be borrowed is the prioritization of climate issues on the political agenda and ensuring their mainstreaming, as well as supporting institutional capacity to develop and implement climate policy and conduct relevant work at the international level (climate diplomacy).

RECOMMENDATIONS

Since the climate governance architecture in Ukraine is still being shaped and is significantly affected by Russia's full-scale invasion and other factors, a number of recommendations can be proposed, covering both urgent steps to be taken by the end of 2025 and more systemic and long-term reforms in the field of climate policy and law.

Top 3 steps to be taken by the end of 2025:

1. Adopt the Regulation on the Scientific and Expert Council on Climate Change and Ozone Layer Preservation and ensure the launch of this institution, its independence, and the creation of a secretariat to ensure its effective operation. Before adopting the regulation, hold public consultations involving all interested parties. The adoption of the regulation is an indicator of Ukraine Plan, which is scheduled for the fourth quarter of 2025.
2. Approve Ukraine's 2nd Nationally Determined Contribution to the Paris Agreement (2035 NDC). Its development and approval are among the indicators of Ukraine Plan. This task should be completed in the third quarter of 2025. Ensure the synchronization of NDCs with the European Union's climate policies, goals, and NDC.
3. Ensure effective institutional mechanisms to maintain the priority of climate issues in the Ministry of Economy, Environment and Agriculture, which involves creating a separate structural unit at the highest level of the ministry's governance structure and assigning to its jurisdiction all issues related to climate change in state policy, including in the economic, environmental, and agricultural spheres.

Key recommendations for the climate governance architecture system in Ukraine

I. In order to ensure that climate policy is prioritized, that it is mainstreamed, and that climate considerations are incorporated into other state policies, Ukraine should decide which institutional model of climate governance architecture it will implement. Based on this goal, the following **institutional models of climate governance architecture** could be implemented in Ukraine:

- The transitional model is seen as a stage in the process of building a "strategic model" of climate governance architecture. The transitional model reflects an intermediate state

in which the adaptation of norms, roles, and functions of authorities, coordination at various levels, and the integration of climate policy into sectoral policies are ongoing. The transitional model can function under various scenarios:

- re-establishment of the Ministry of Environmental Protection and Natural Resources of Ukraine in the system of state authorities of Ukraine, with the provision of institutional capacity, priority for the development and implementation of climate policy in Ukraine, in particular, taking into account the European integration requirements in accordance with the negotiated Chapter 27 “Environment and Climate Change”;
- establishment of a separate structural unit responsible for climate change issues at the level of the Ministry of Economy, Environment and Agriculture of Ukraine, and proper coordination of climate-related activities with other ministries (in the fields of energy, community and territorial development, health, etc.).
- A perfect (strategic) model that involves bringing climate policy to the government level, introducing the position of Vice Prime Minister for Climate Change within the CMU, or assigning the relevant functions to the First Vice Prime Minister of Ukraine. This will help give climate reforms priority in overall government policy and ensure political leadership, coordination, and effective integration of climate issues into all areas of government policy. The Ukrainian Climate Office could strengthen this model by supporting cross-sectoral coordination of climate policy to address cross-sectoral issues related to climate change.

Regardless of which model Ukraine implements, it must ensure that climate policy is prioritized on Ukraine’s reform and development agenda. It is clear that the transitional model will be less capable of accomplishing this task.

II. Climate diplomacy should be used as an important tool to promote messages about Ukraine at the international level regarding the repelling Russia’s armed aggression against Ukraine and compensation for environmental and climate damage caused by military actions, climate-oriented recovery, etc. It is important to ensure the continued participation of Ukrainian representatives in UN meetings on climate issues, to increase the capacity of ministry representatives and (due to limited resources) to consider the possibility of involving independent experts in the official delegation. Particular attention should be paid to the climate component of Russia’s aggression as an opportunity to establish cooperation with the countries of the Global South (after all, Russia is responsible for emissions from the war not only to Ukraine, but also to the countries of the Global South, which suffer the most). Through climate diplomacy, Ukraine can show countries its leadership on many issues and demonstrate its understanding of global challenges beyond the issue of conflicts.

Ukraine’s climate diplomacy requires strengthening the role and institutional capacity of the Ministry of Foreign Affairs in the climate governance architecture, the ministry officials responsible for climate change issues, as well as the practical implementation of such an instrument as Ukraine’s climate ambassadors.

III. Ukraine’s commitments in the EU accession process should become the driving forces that positively influence the development and functioning of the climate governance architecture in Ukraine. A number of such commitments are enshrined in the Ukraine Plan, the European Commission’s reports for 2023 and 2024 as part of the enlargement package, and Chapter 27 “Environment and Climate Change” of the negotiation process. In addition to the measures provided for in the Ukraine Plan and the enlargement reports (adoption

of the Regulation on the Scientific and Expert Council on Climate Change, adoption of the updated NDC, Low Carbon Development Strategy, revision of the National Energy and Climate Plan), special attention should be paid to the need to adopt a whole range of legislation to ensure compliance with the EU climate *acquis*.

It should be noted that ensuring adequate climate governance architecture must be based on and take into account EU standards in the climate field. Therefore, Ukraine should apply **the following approaches to support its European integration course:**

- Ukraine's strategic course towards full EU membership remains unchanged, therefore reforms, including in the field of climate change, that contribute to accession are the basis and foundation for further reforms, which should not contradict or cancel them;
- the structure of climate governance architecture should not be changed under pressure from the political situation; on the contrary, government and local authorities should intensify their efforts to implement specific measures to realize state climate policy that takes into account the requirements of the EU *acquis*;
- institutional changes should not affect the priority of climate change in all types of government policy;
- continuity, consistency, and preservation of institutional memory are prerequisites for its effective implementation.

IV. When reviewing the **Ukraine Plan**, provide for additional measures and performance indicators that will contribute to the implementation of systemic reforms in the climate sector. When determining measures, take into account the provisions of Regulation 2024/792 on directing at least 20% of the total amount corresponding to support under the Ukraine Investment Framework and investments under the Ukraine Plan, which should contribute, as far as possible in a country affected by war, to mitigating and adapting to the effects of climate change, environmental protection, including biodiversity conservation, and green transition. Developing methodological recommendations, training for specialists, and implementing the DNSH (do no significant harm) principle will help strengthen the climate component in recovery and development projects financed through the Ukraine Facility.

V. Create **tools and mechanisms for the effective implementation of state climate policy**, taking into account the principles of climate policy developed at the legislative level, for example:

- launch the Scientific and Expert Council on Climate Change and Ozone Layer Preservation as an effective tool for scientific justification of climate policy, providing it with the functionality necessary to implement the principle of scientific validity and independence in decision-making on climate issues.
- ensure the principle of transparency and openness of state climate policy by ensuring effective public participation in its development and implementation;
- develop tools to ensure synergy, effective communication, and coordination of actions by entities responsible for implementing climate policy.

VI. Define a clear legislative and policy framework for setting climate goals and targets **at the local level**, as well as provide methodological support to local authorities in their work on climate change and adaptation to climate change and implement pilot projects to strengthen the capacity of stakeholders working at the local level in the field of climate

change. One approach is to scale up the achievements of the Covenant of Mayors and maximize the synchronization of national policy with the documents developed by the cities that are signatories to the Covenant of Mayors in order to avoid duplication.

In particular, the situation with proper planning can be resolved by amending the Law of Ukraine “On the Fundamentals of State Climate Policy” to make it mandatory to develop a comprehensive system of mitigation and adaptation measures as part of regional development strategies and local community development strategies. The latter should contain separate annexes – an action plan to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks, as well as an action plan for adaptation to climate change. If necessary, regions and communities may also adopt (1) plans to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks, (2) climate change adaptation strategies on their own initiative (on a voluntary basis).

In terms of strengthening the capacity of regions and communities to adopt plans to reduce anthropogenic greenhouse gas emissions and increase greenhouse gas removal by sinks, as well as climate change adaptation strategies:

- continue to provide methodological support to regions and communities. For example, develop a model plan for reducing anthropogenic greenhouse gas emissions and a model strategy for adapting to climate change, providing recommendations on the structure, content, and issues to be included in the relevant plans and strategies;
- implement a pilot project for the development and adoption of relevant plans and strategies at the community level, which could subsequently be scaled up within the state;
- regularly train and inform local government and self-government officials on the development, design, adoption, implementation, monitoring, and evaluation of the implementation of relevant climate policy planning documents, taking into account the climate component in other regional and local policies.

VII. Ensure the process **of monitoring, evaluation, and reporting** on already adopted state climate policy planning documents, in particular the Strategy for the Development and Implementation of State Policy in the Field of Climate Change 2035, in order to identify problem areas and gaps in the path to proper implementation and further develop timely measures to ensure their implementation.

In particular, the Procedure for Monitoring and Evaluating the Implementation of State Climate Policy (currently under development) should consider mechanisms for parliamentary and public control over the transparency and timeliness of the executive branch’s reporting on the implementation of state climate policy. Part of Ukraine’s European integration commitments regarding reporting on the implementation of specific climate instruments (e.g., reporting on the implementation of the NECP) will also affect the overall report on the development and implementation of state climate policy and will require synchronization with EU reporting requirements.

VIII. It is necessary to **strengthen the capacity of the newly established Ministry of Economy, Environment and Agriculture of Ukraine** to implement state climate policy and achieve Ukraine’s climate goals. Ways to strengthen the capacity of the Ministry of Economy in the field of climate policy implementation:

- stocktaking of climate change commitments for the newly established Ministry in order to comply with and ensure the sustainability of the previously defined course, preserve institutional memory and existing achievements, and adopt the positive experience of the Ministry of Environment;
- creating a separate department for climate change with a sufficient number of employees, given the significant number of tasks, the need to implement a large number of measures, and the development of legislation in this area;
- ensuring the consistency and relevance of climate change issues in the ministry based on the priorities and principles of climate policy defined by law for the proper coordination of the development of climate-related policies by various structural units of the ministry.
- assigning the Ministry of Economy a coordinating role with effective levers of influence in the development and implementation of climate policy by various entities at the national level, taking into account the authority of the climate department in the newly created ministry and the Scientific and Expert Council on Climate Change and Ozone Layer Preservation, which will soon start its operation;
- stocktaking of existing structures and entities involved in the implementation of climate policy in Ukraine, to understand the potential resources and existing international technical assistance projects that can be used to establish effective work and communication with all interested stakeholders (including existing advisory bodies to various government agencies involved in the implementation of climate policy);
- ensuring that all areas of climate policy are included in the work of a separate department on climate change;
- strengthening the capacity of existing institutions that implement specific areas of state climate policy in order to ensure the latter's effectiveness (in particular, the National Greenhouse Gases Emissions Inventory Center, which is responsible for maintaining the national emissions inventory).

IX. Consider the possibility of launching a **National Climate Forum of Ukraine** – a platform for a regular dialogue and synergy between all stakeholders on the development and implementation of state climate policy in Ukraine. One of the potential forms of its activity could be an annual assembly, which would be held on the eve of the conference of the parties to the UN Framework Convention on Climate Change. However, the activities of such a forum should be based on regular cooperation between stakeholders. Therefore, the 2026 action plan of the newly created Ministry of Economy should include the launch of the National Climate Forum as one of its measures.

X. In Ukraine, there is an urgent need **to review the role of residents** in the development and implementation of state climate policy. They are usually considered only as beneficiaries of such policy. The law, defining the actors of climate governance architecture in Ukraine, refers to organized institutions – government and local government bodies, public organizations, business structures, etc. Ordinary people are not included in this process. The European Climate Pact could serve as a guideline for such work. This will also help ensure Ukraine's accession to the latter, which is important for increasing the role of ordinary citizens in climate processes and their awareness. In this regard, the recommendation to develop, adopt, and implement a communication strategy on climate change at the national level is once again relevant. The 2026 action plan of the newly created Ministry of Economy should provide for the development of a communication strategy, as well as mechanisms for involving residents in the development and implementation of state climate policy. An effective format for public participation that could be considered in the medium term is a Climate Assembly, following the example of the United Kingdom and EU member states.



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