

CANADA



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General Information & Overview

NDC UNFCCC Submission: [Canada's 2035 Nationally Determined Contribution](#)

Date of NDC submission/update: February 2025

Summary of quantified targets:

- **Headline target (if present):** Canada's updated NDC sets a target range of 45% to 50% reduction in net GHG emissions (excluding LULUCF) by 2035 relative to 2005 levels, which translates to emissions of approximately 381 to 419 Mt CO₂e. This is a single-year target for 2035. ([p.1](#)) adding in LULUCF accounting will take their net emissions from Source to Sink.
- **Long-Term Goals (if present):** Canada is committed to achieving net-zero emissions by 2050, as codified in the Canadian Net-Zero Emissions Accountability Act. This Act mandates the establishment of five-year national emissions reduction targets, with the next target due in 2025. ([p.1](#))
- **Quantified target(s) concerning NbS:** The NDC's headline target covers all of Canada's economic sectors, but excludes LULUCF for transparency as would take their emissions from source to sink but the exclusion of forests, including carbon emissions from wildfire, is a significant omission ([p.28](#))

NDC Scope:

- **Sectors:** The NDC covers all economic sectors in Canada, specifically including Agriculture, Energy, Industrial Processes and Product Use, and Waste, while excluding Land Use, Land-Use Change, and Forestry (LULUCF) from the primary emissions target. ([p.13](#))
- **Thematic areas:** The NDC addresses both Mitigation and Adaptation. ([p.12](#))
- **NbS Ecosystems included:** The NDC emphasizes the importance of protecting and conserving ecosystems, with a commitment to protect 30% of lands and waters by 2030 as part of its Nature

Strategy. Wetlands, grasslands, coastlines and forests are mentioned but the details of NbS are limited ([p.9](#))

- **Indication to use Article 6:** Canada is still considering the potential of Article 6 towards achieving its NDC and has not yet determined how it will track any internationally transferred mitigation outcomes. However, there are plans to explore cooperative approaches under Article 6 to meet a portion of the target, ensuring robust accounting, environmental integrity, transparency, and the avoidance of double counting. ([p.31](#))

Key updates from previous NDC

- Strengthened 2030 mitigation target. (previous: 40-45% reduction; current: 45-50% reduction below 2005 levels) ([p.1](#))

Key conclusions

- Canada's updated NDC sets a target to reduce emissions by 45-50% below 2005 levels by 2035, building on the previous target of 40-45% below 2005 levels by 2030, indicating a clear progression in ambition consistent with the Paris Agreement. ([p.1](#)) The Canadian Net-Zero Emissions Accountability Act mandates the government to set five-year emissions reduction targets and report on progress, enhancing the implementability of the NDC. ([p.16](#))
- The NDC emphasizes inclusivity by committing to conduct GBA Plus analysis for climate plans, ensuring that the needs of marginalized groups, including Indigenous communities, are prioritized in climate action. ([p.34](#))
- There is a reliance on conditional financing to directly shape the pace and scale of the clean technology transformation, job creation, skills development and innovation. ([p.7](#))
- Significant progress is noted in international cooperation, with Canada committing up to 60% of its \$5.3 billion International Climate Finance envelope to support mitigation actions in developing countries, reflecting a strong commitment to global climate leadership and collaboration. ([p.11](#))

Detailed Assessment

Topic	Assessment
Does the NDC indicate that a whole-of-government approach was utilized?	Yes
<ul style="list-style-type: none"> Canadian climate policies require strong collaboration between federal, provincial, and territorial governments and municipalities, who share policy and implementation responsibility on climate, environmental, and emission issues. The Government of Canada also collaborates with other governments, including Indigenous Peoples. Across jurisdictions, there is variability in policy mechanisms, with various ministries having different responsibilities. (p.16) 13 federal organizations and ministries are engaged in relevant policy and measurement. (p.16) While the NDC outlines that various federal, provincial, and territorial ministries work together, specific institutional responsibilities for implementing NbS measures or targets are not clearly defined. (p.16) The NDC implementation involves public participation and engagement with local communities and Indigenous Peoples, which suggests mechanisms for multi-level government engagement. The Canadian Net-Zero Emissions Accountability Act mandates public engagement in setting emissions reduction targets, this was achieved through submissions and online engagement. . (p.17, p.2, p.8) 	
Does the NDC indicate that a whole-of-society approach was utilized?	Partial
<ul style="list-style-type: none"> The NDC process included consultations with Indigenous Peoples (First Nations, Inuit, and Métis) and local communities. The engagement involved written and oral submissions, with eight written submissions received and numerous oral contributions from various representatives, including Elders and Youth. (p.37) Gender equality and social inclusion considerations were mentioned, with a GBA Plus assessment conducted to evaluate impacts on diverse groups, including Indigenous Peoples, women, and other marginalized communities. (p.32) Explicit mention of Indigenous Peoples is present, with commitments to uphold their rights and ensure their involvement in the NDC process. (p.20) 	
Do the NDC targets include nature/ecosystems?	Partial
<ul style="list-style-type: none"> Forests are mentioned as a primary means for carbon sequestration through afforestation and reforestation. Other ecosystems, such as wetlands, grasslands, and coastal areas, are referenced in the context of natural climate solutions but are not explicitly detailed in the NDC targets. (p. 24) The mention of "terrestrial and marine ecosystems acting as sinks and reservoirs of greenhouse gases" suggests a recognition of multiple ecosystems, but lacks detailed targets or metrics. (p.24) 	

<ul style="list-style-type: none"> The targets are primarily described as economy-wide absolute targets, with no specific mention of whether they are sector-wide or focused on AFOLU (Agriculture, Forestry, and Other Land Use) versus non-AFOLU sectors. (p.13) The document does not provide quantifiable information on specific ecosystem-related targets within the NDC framework. 	
Does the NDC include information about the methods and data used to develop nature-related targets?	Partial
<ul style="list-style-type: none"> The NDC references the use of Canada's GHG inventory and data from the Global Carbon Project, as well as historical population and GDP data from the World Bank to inform carbon budgeting and emissions reduction targets. (p.35) The NDC states that the Government of Canada considered peer-reviewed research, major international and domestic assessment documents, and Indigenous Knowledge in setting the 2035 emissions reduction target. (p.35) No area-based targets for biodiversity conservation or ecosystem services are included. No alternative or non-IPCC methods for NbS targets are described. The NDC does not mention the use of GIS or spatial planning tools in developing nature-related targets. 	
Are NbS included in the economy-wide target?	No
<ul style="list-style-type: none"> The Canadian Net-Zero Emissions Accountability Act specifies that the reference indicator for GHG emissions reduction targets excludes land-use, land-use change, and forestry (LULUCF). This indicates that NbS are not included in the economy-wide GHG reduction target. (p. 13) 	
Are mitigation targets defined for the AFOLU sector, including in wetlands and coastal areas?	Partial
<ul style="list-style-type: none"> The reference to carbon budgets and GHG emissions reduction targets (45-50% reduction compared to 2005 levels) does not explicitly include AFOLU sector metrics. (p.13) Canada's NDC mentions restoring wetlands and other ecosystems as part of its commitment to combat climate change. Targets include planting 2 billion trees by 2031 and protecting 30% of lands and waters by 2030, which indirectly support AFOLU sector goals. (p.24) 	
Do adaptation measures include NbS and/or EbA approaches?	Partial
<ul style="list-style-type: none"> Canada's National Adaptation Strategy (NAS) focuses on five priority areas: Disaster resilience, health and wellbeing, nature and biodiversity, infrastructure, and economy and workers. This indicates a broad coverage across various sectors and populations, including Indigenous communities (p.9) The NDC highlights the Nature Smart Climate Solutions Fund and Indigenous Leadership programmes and leveraging ecosystems such as wetlands, grasslands, coastlines, and forests to enhance climate resilience, indicating a recognition of nature-based solutions (NbS) and ecosystem-based adaptation (EbA) approaches. (p.9) 	

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<ul style="list-style-type: none"> • The NAS establishes a framework that includes goals, objectives, and targets, which are designed to track adaptation progress. (p.9) • The NAS acknowledges the interconnectedness of climate change, biodiversity loss, and pollution, but the NDC does not explicitly address trade-offs or other issues related to adaptation measures. (p.9) 	
Does the NDC integrate NbS into mitigation and adaptation targets for non-AFOLU sectors?	No
<ul style="list-style-type: none"> • The NDC mentions key sectors such as energy, resources, water resources, and urban settlements, but does not specify how nature-based solutions (NbS) are integrated into non-AFOLU sectors. (p.25) 	
Is nature integrated as an essential component in addressing loss and damage?	Partial
<ul style="list-style-type: none"> • For Canada's 2035 target the NDC details that its ambition should account for the irreplaceable loss and damage of Indigenous lands, livelihoods, and the erosion of rights and title caused by unabated emissions (p.36). • The Canadian National Adaptation Strategy (NAS) acknowledges the interconnectedness of climate change, biodiversity loss, and pollution, which suggests an integration of ecosystems into broader climate resilience and adaptation efforts, although specific loss and damage policies are not explicitly detailed. (p.9) 	
Does the NDC align with other national and international agendas?	Partial
<ul style="list-style-type: none"> • The NDC outlines co-benefits through initiatives like the Nature Smart Climate Solutions Fund and Indigenous Guardians program, which aim to tackle climate change while enhancing resilience and biodiversity. (p.10) The commitment to plant 2 billion trees by 2031 and restore wetlands and grasslands also reflects these co-benefits. (p.24) • Canada's first National Adaptation Strategy (NAS) released in 2023, aligns with the NDC, focusing on disaster resilience, health, nature, and biodiversity, indicating a comprehensive approach to climate resilience that supports multiple national agendas. (p.9) • The Canadian Net-Zero Emissions Accountability Act (Decision 1/CMA.5, paragraph 33) emphasizes the importance of conserving, protecting, and restoring nature and ecosystems, in line with the Kunming-Montreal Global Biodiversity Framework. (p.24) 	
Are adaptation and mitigation targets complementary to each other?	No
<ul style="list-style-type: none"> • Mitigation efforts are primarily focused on the forestry sector, while adaptation strategies are more general and not sector-specific. (p.24) The NDC does not consist of mitigation co-benefits of 	

adaptation actions and/or economic diversification plans. (p.15)	
Are climate justice and equitable approaches applied across NDC targets?	Partial
<ul style="list-style-type: none"> • The NDC mentions the role of Indigenous women and recognizes the importance of engaging local and Indigenous communities in climate action. It also highlights the Government of Canada's commitment to conduct Gender-Based Analysis Plus (GBA Plus) to maximize benefits for those most impacted, including women and Indigenous communities. (p.34) • The NDC emphasizes the need for a just transition, aiming to support workers and communities affected by the shift to a low-carbon economy, indicating an awareness of equity in climate action. (p.33) • The assessment indicates that the transition to a low-carbon economy may have varying impacts on different groups, suggesting a recognition of climate justice, but it lacks comprehensive integration of these principles across all targets. (p.32) • No explicit mention of Benefit Sharing mechanisms is provided. 	
Are means of implementation (MOI) needs for NbS implementation clearly communicated?	Partial
<ul style="list-style-type: none"> • Canada is investing over \$5B to support efforts to address climate change, benefit biodiversity and human wellbeing. This includes planting 2 billion trees by 2031, restoring wetlands, grasslands and other important ecosystems to help combat climate change. (p.24) • The document does not provide other specific communication regarding the means of implementation (MOI) needs for Nature-based Solutions (NbS) implementation. • The NDC does not outline any financial mechanisms (public or private) related to NbS, nor does it reference the potential use of Article 6 specifically for NbS financing. (p.31) 	
Are there defined roadmaps and accountability structures for NbS implementation?	Partial
<ul style="list-style-type: none"> • Defined milestones and accountability structures are partially referenced through the Canadian Net-Zero Emissions Accountability Act, which requires the government to set five-year milestone targets and report on progress. (p.15) • There is a general mention of domestic institutional arrangements and public participation, but no detailed plans for building technical capacities or institutional frameworks specific to NbS are provided. (p.16) • MRV mechanisms are referenced in the context of tracking GHG emissions and progress towards NDCs, but not specifically for NbS. (p.26) 	