

(English version)

**Question for written answer E-004403/25
to the Commission
Martin Günther (The Left)
(7 November 2025)**

Subject: Including defence aspects in the EU's nationally determined contributions as proposed in the EU climate change and defence roadmap (2022)

Greenhouse gas emissions from militaries make an enormous contribution to the global climate crisis. However, military emissions remain substantially under-reported in United Nations Framework Convention on Climate Change (UNFCCC) national inventory reports.

One of the main reasons for this under-reporting is that parties to the UNFCCC are not required to separate military emissions under the relevant Intergovernmental Panel on Climate Change (IPCC) categories. States have two primary options for reporting according to Chapter 8 of the 2019 IPCC Guidelines for National Greenhouse Gas Inventories: Category c.A.5. (other, not specified elsewhere), and 1.A.3.d.i. (military water-borne navigation). However, these categories frequently combine military and non-military data and are applied inconsistently.

The EU climate change and defence roadmap (2022), states that: 'for the EU and its Member States to continuously show leadership in international climate and environment policy and actions, the EU will work towards including defence aspects in the Nationally Determined Contributions'.

1. Can the Commission indicate what specific steps, if any, have been taken since the publication of the roadmap to ensure that defence-related emissions and climate actions are included in the EU's nationally determined contributions?
2. Does the Commission accept that an EU military emissions gap exists, between the total reported greenhouse gas emissions from military activities in Member States' national inventory reports and the real total of military emissions?

Submitted: 7.11.2025

**Answer given by High Representative/Vice-President Kallas on behalf of the European Commission
(6 January 2026)**

Efforts have been made to bring climate change and environmental resilience into defence planning as set out in the 2020 Climate Change and Defence Roadmap ⁽¹⁾.

A study ⁽²⁾ by the Joint Research Centre and the European Defence Agency assessed the vulnerability of defence-related energy infrastructure, military installations and capabilities to climate change as part of implementing the roadmap.

The European Defence Fund ⁽³⁾ (EDF), through its Energy Resilience and Environmental Transition category, funds energy-efficient and green technologies projects for the defence sector.

This aligns with the EU's broader efforts to address climate change, biodiversity loss, pollution and overuse of natural resources. By advancing sustainable defence solutions, the EDF programme helps the EU meet its environmental targets.

The EU submits a single, EU and economy-wide nationally determined, contribution under the Paris Agreement on behalf of its Member States, rather than separate contributions for each country, although individual Member States may pursue more ambitious domestic targets.

Mainly for confidentiality reasons, the Intergovernmental Panel on Climate Change (IPCC) Guidelines for national greenhouse gas (NGG) inventories do not require countries to report military emissions as a stand-alone category. However, this does not exempt them from including such emissions in NGG inventories.

Inventory reports should remain complete, covering relevant source, sink categories and gases (which also applies to emissions from military activities).

In practice, this means that military emissions should be fully captured within the existing IPCC source categories (including fuel combustion and mobile sources). Greenhouse Gas Inventory Report ⁽⁴⁾ provides an overview of how Member States currently report emissions.

⁽¹⁾ <https://www.eeas.europa.eu/sites/default/files/documents/2022-03-28-ClimateDefence-new-Layout.pdf>.

⁽²⁾ <https://publications.jrc.ec.europa.eu/repository/handle/JRC130884>.

⁽³⁾ https://defence-industry-space.ec.europa.eu/eu-defence-industry/european-defence-fund-edf-official-webpage-european-commission_en.

⁽⁴⁾ Table 3.96: <https://unfccc.int/documents/646512>.