



**Zukunft
KlimaSozial**

Institute for Social Climate Policy

Analysis of National Social Climate Plans of EU Member States

Socially just climate policies for Europe

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Background: What is the Social Climate Fund?



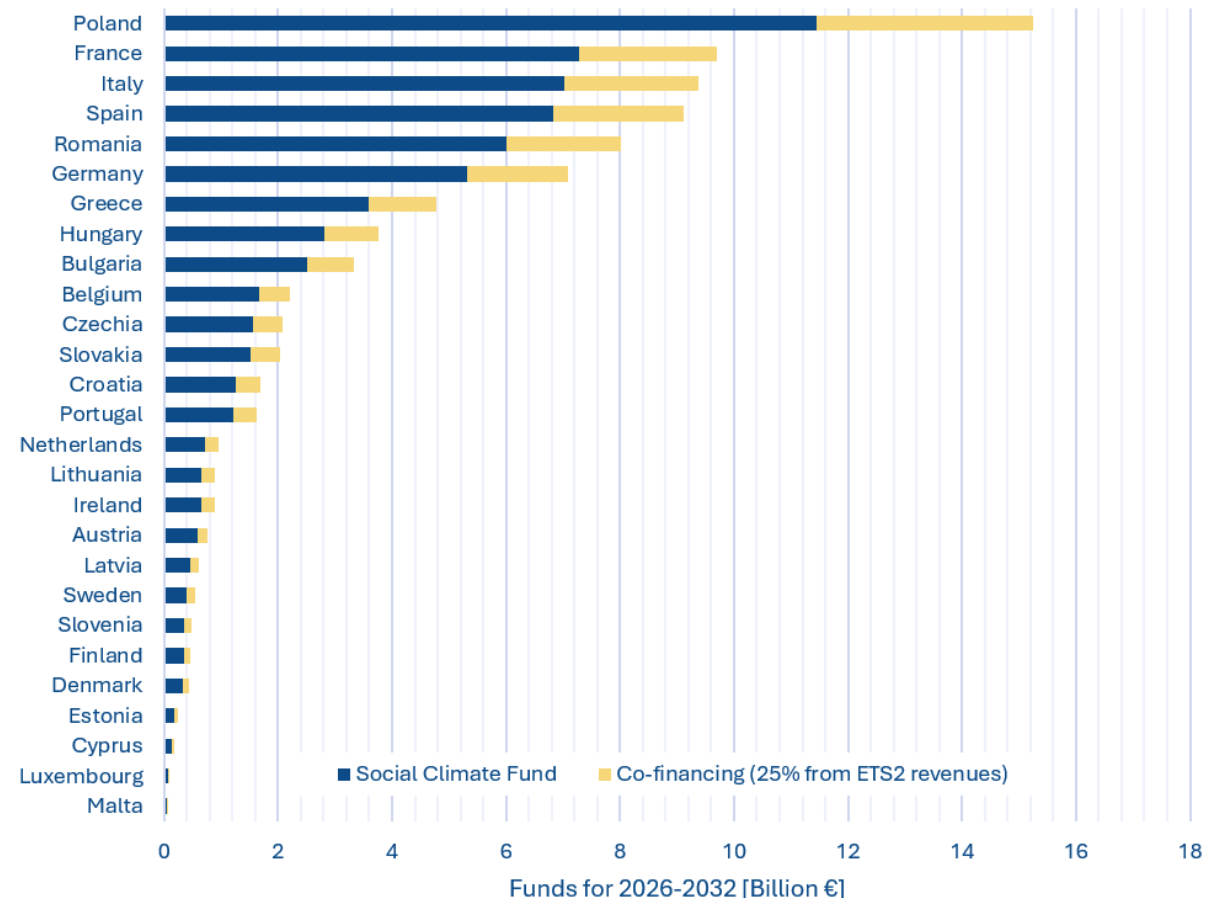
- The **Social Climate Fund** (SCF) was established in 2026 to support vulnerable households and small businesses in their transition to climate neutrality ahead of the introduction of ETS2 (European Emissions Trading System for Buildings and Transport) in 2028.
- Member States must outline how they intend to spend their funds in **National Social Climate Plans** (NSCPs). Measures funded by the SCF are supposed to benefit **households, micro-enterprises and transport users** that are **vulnerable and particularly affected by ETS2**.
- The SCF is funded by a share of ETS2 **revenues** and is allocated to EU Member States according to economic development and expected impact of ETS2: Countries with lower income levels and higher levels of energy and transport poverty receive more funding.
- EU Member States were due to submit their Social Climate Plans to the European Commission by 30 June 2025.

Background:

Allocation in the Social Climate Fund



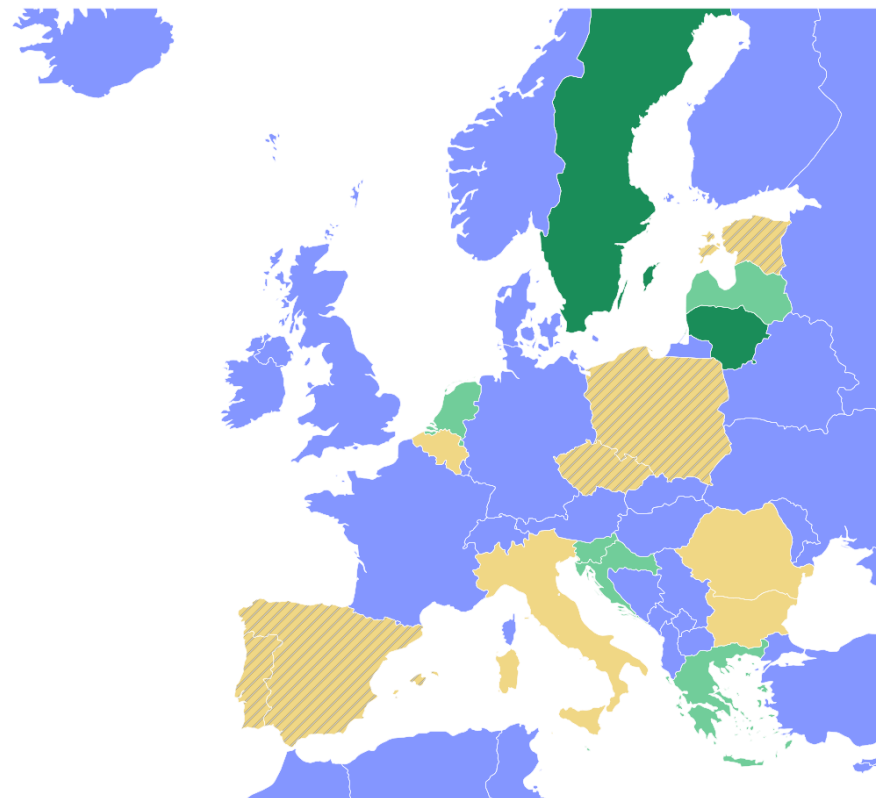
- The fund is capped at **65 billion euros** for the period 2026 - 2032 independent of the ETS2 price.
- Member States must provide national **co-financing of at least 25%**, bringing the total value of measures that can be financed through the National Social Climate Plans to at least €86.7 billion.



Analysis of 17 Social Climate Plans: 2 adopted, 6 submitted, 9 draft plans



- **Analysis** of 17 publicly available plans:
 - So far, only 8 countries have submitted a plan, of which 2 have been adopted (Sweden and Lithuania).
 - A further 9 draft plans are publicly available, varying in scope and recency.
 - These also include 5 countries that have not yet transposed ETS2 into national law.
- The analysis is **preliminary**; the draft plans may still undergo changes before the plans are finalised.

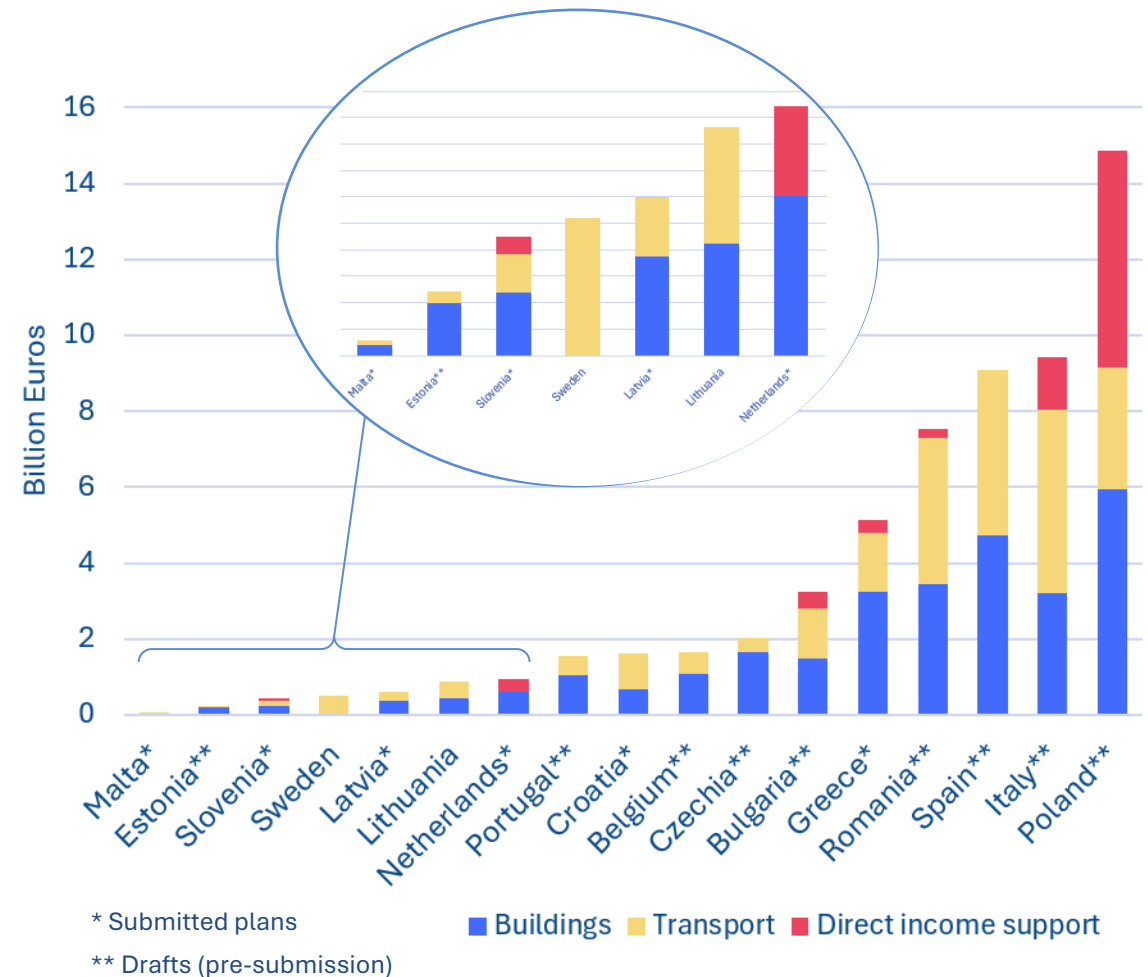


■ Public draft ■ Plan submitted ■ Plan adopted
■ ETS2 not transposed

Measures are predominantly focused on investments



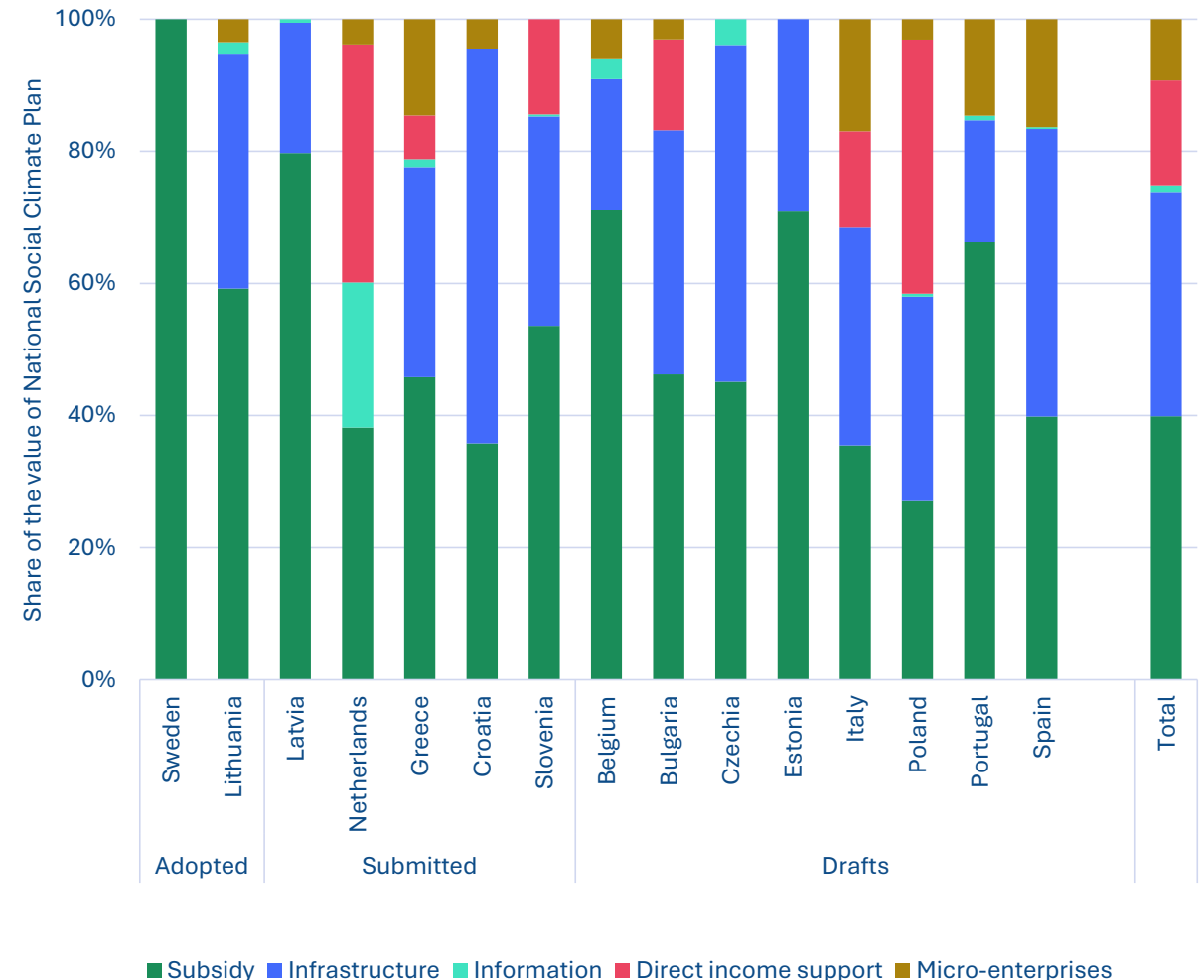
- The measures of the 17 countries analysed amount to a total of **€60 billion for 2026–2032** (€46 billion from SCF + national co-financing)
- Most countries include a **mix of measures for buildings and transport**. Only few countries focus exclusively on transport (Sweden) or on buildings and direct income support (the Netherlands).
- **Investment measures** predominate with less than 15% to direct income support –strongly dominated by Poland. Almost half of the funds are allocated to the buildings sector, nearly 40% to the transport sector.



Breakdown by type of measure: Focus on subsidies and infrastructure investments



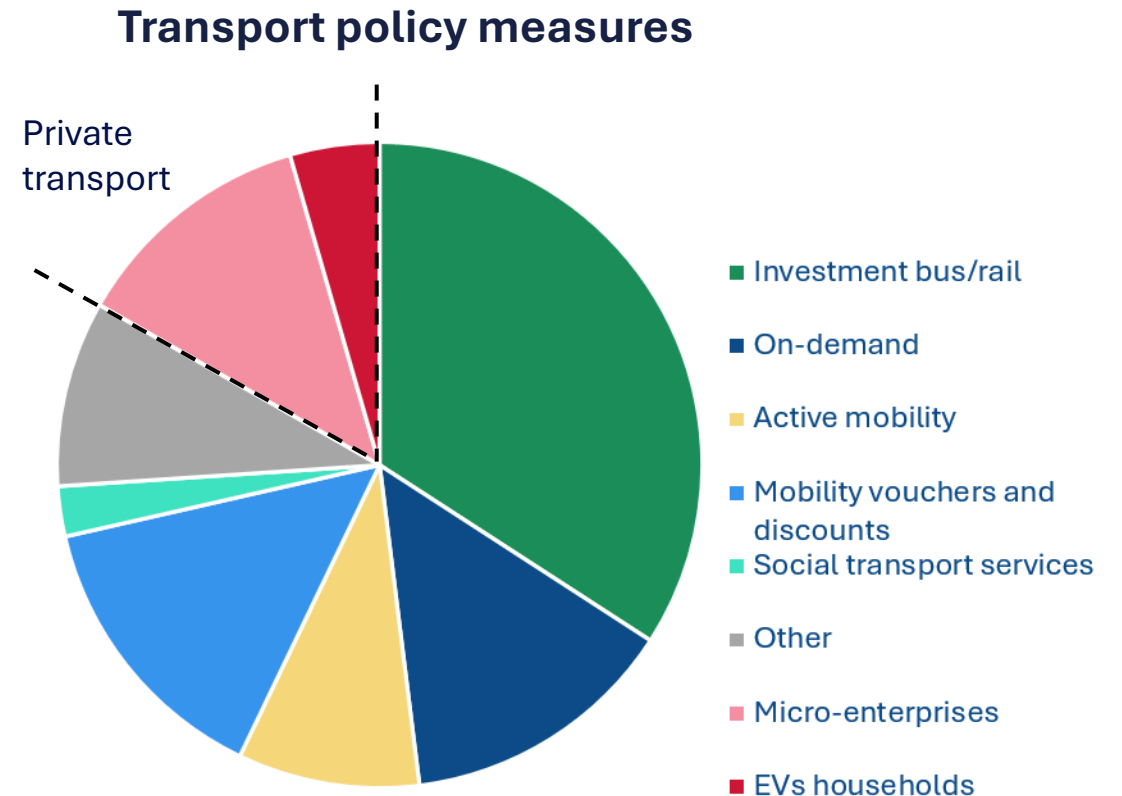
- **Subsidy programmes** dominate (40%), whilst **infrastructure investments** (34%) also account for a substantial share.
- In most countries, investment measures are complemented by **information measures** with smaller budgets.
- In the buildings sector, subsidy programmes predominate, whilst in the transport sector, infrastructure measures are more prevalent.
- Measures for **micro-enterprises**, which are also affected by ETS2, play a **smaller role**.



Transport policy measures: Focus on public transport and infrastructure development



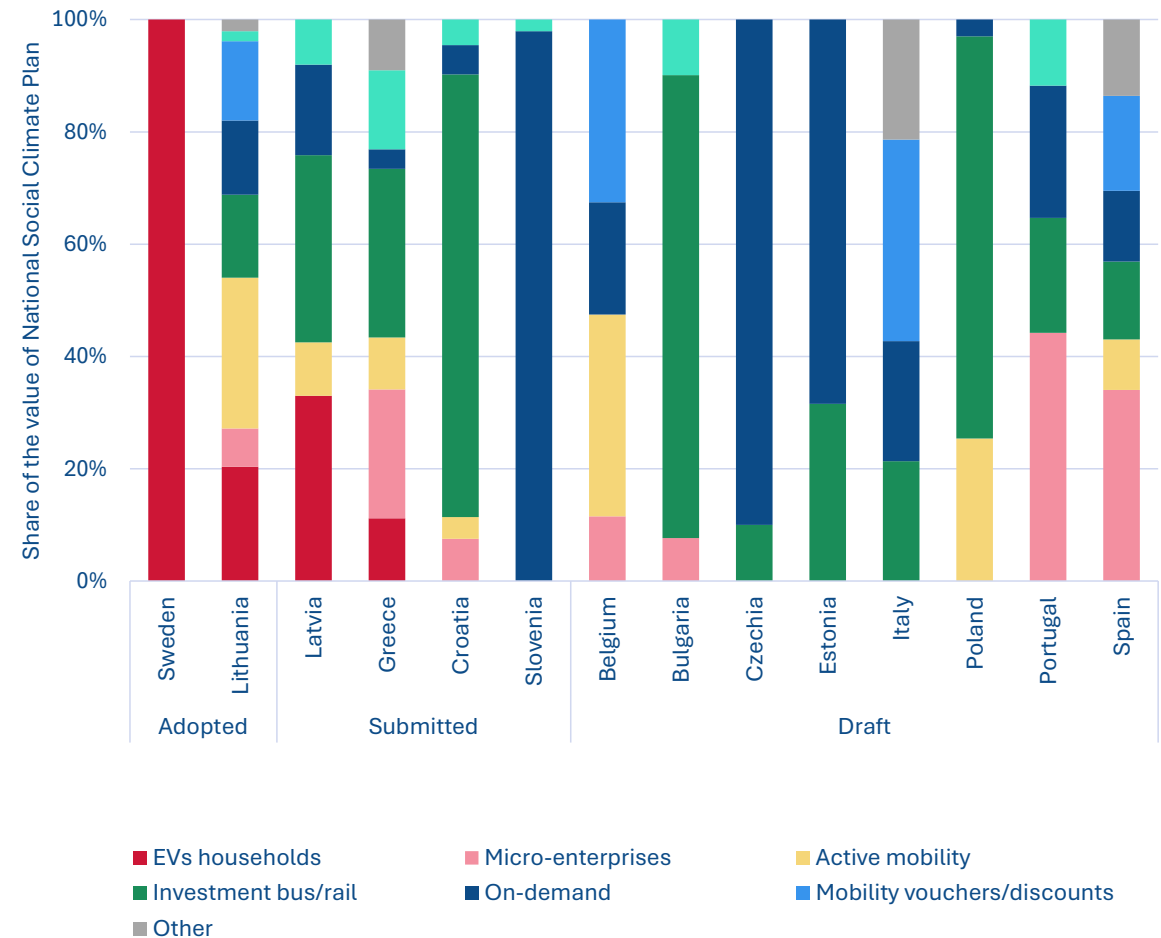
- More than **80%** of transport **funding** is foreseen for **public transport and infrastructure investments**; less than 20% is allocated to private transport measures.
- Investments in bus and rail transport account for the largest share, at around one third.
- Enabling mobility through **discounts and vouchers for public transport** for vulnerable households also plays a substantial role.



Transport policy measures: A wide range of actions across all modes of transport



- Most countries focus on **public transport** rather than subsidising private electric vehicles for households.
- Subsidies for **on-demand transport** (e.g. ride-hailing) are planned in 12 countries.
- Some countries also include **active mobility** (cycling and walking).
- Other measures include promoting car-sharing, intermodality, accessibility and mobility aids.

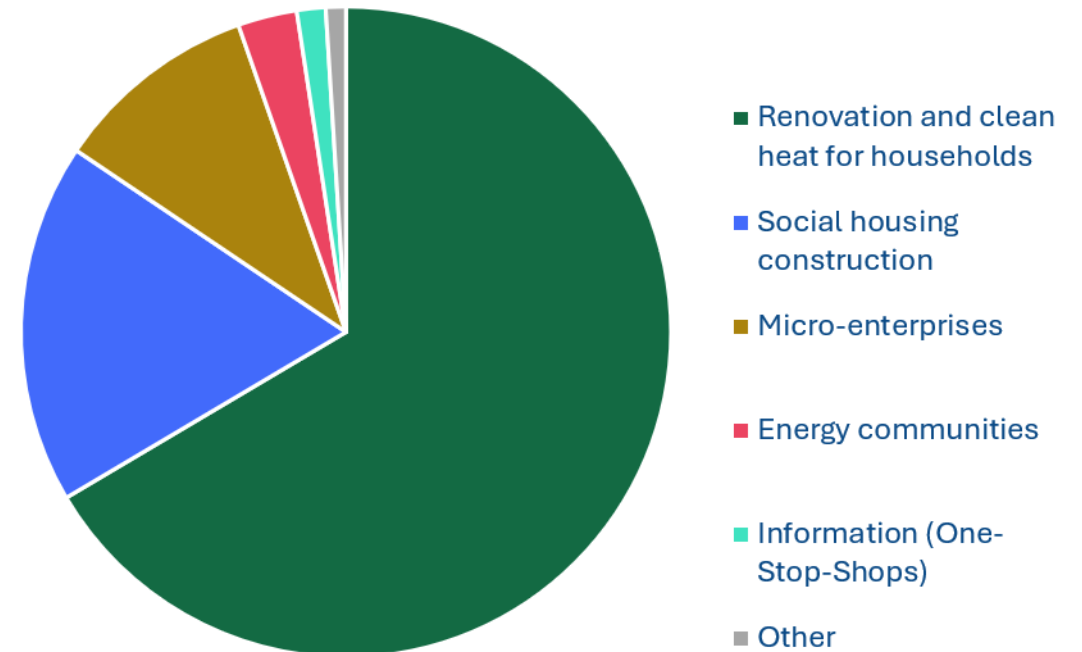


Buildings policy measures: Focus on subsidies for renovation and clean heat



- Around two-thirds of the funding in the buildings sector goes to **support programmes for renovation and heating system replacement** targeted at vulnerable & low-income households.
- Within the renovation subsidies, there is a slightly stronger focus on owner-occupiers; around one-third of the subsidy programmes are targeted at social housing.
- The **construction of new social housing** plays the second-largest role, accounting for around 20%.

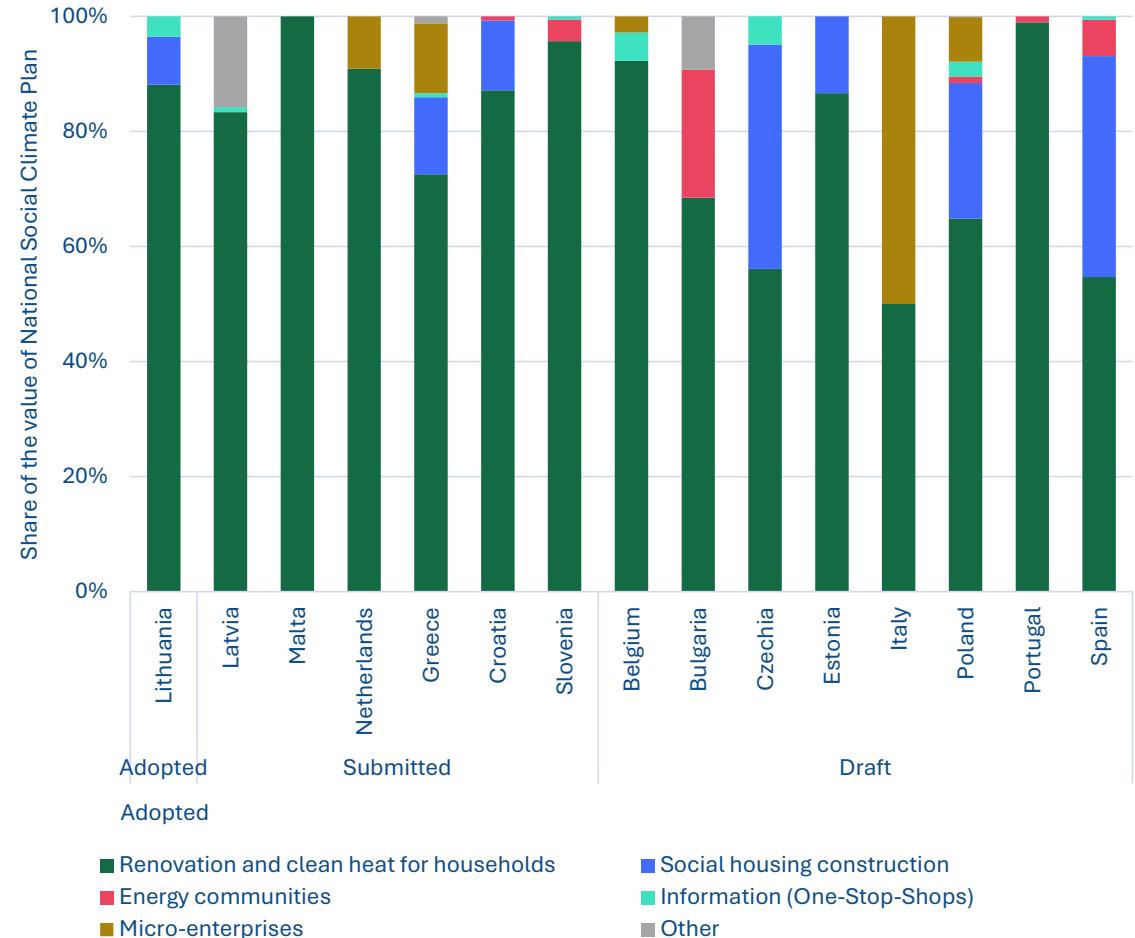
Buildings policy measures



Buildings policy measures: Less variety, focus on subsidies for renovation in all countries



- The **range of measures is smaller** than in the transport sector, with subsidies for renovation and clean heating dominating in all countries.
- Subsidy programmes for renovation include **innovative approaches**, such as implementation at the neighbourhood level.
- Support for advisory **one-stop shops** and **energy communities** is included in many countries, albeit with limited funding.



Sweden's National Social Climate Plan



Key facts

- Population: 10.6 million
- Total budget (2026-32): €533 million
 - Per capita: €50
- Remaining ETS2 revenue* (2028-32): €3.3 billion
 - Per capita: €311



Measures: Transport

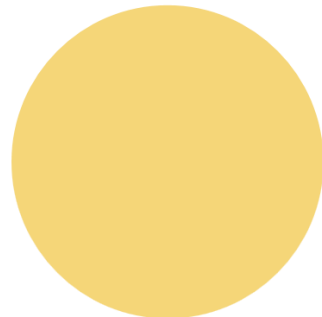
Electric car subsidy for low-income rural households

€m

533

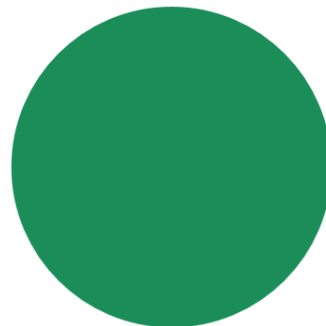
Measures

By Sector



■ Transport

By Type



■ Subsidy

Lithuania's National Social Climate Plan



Key Facts

- Population: 2.9 million
- Total budget (2026-32): €884 million
 - Per capita: €306
- Remaining ETS2 revenues* (2028-32): €1.2 billion
 - Per capita: €409

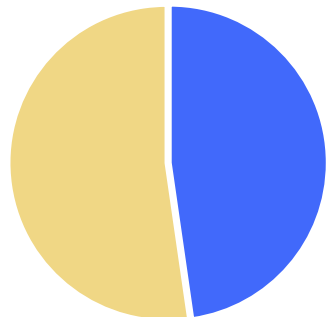


Top 3 Measures: Buildings

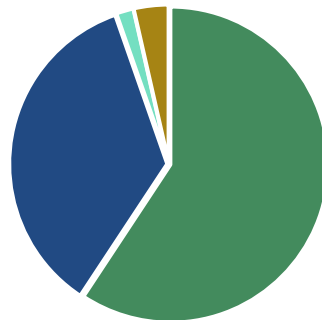
	€m
Targeted renovation subsidies for multi-apartment buildings	269
Targeted renovation subsidies for single-family homes	103
Development of social housing stock	35

Measures

By Sector



By Type



■ Transport ■ Buildings

■ Subsidy ■ Infrastructure
■ Information ■ Micro-enterprises

Top 3 Measures: Transport

	€m
Expansion of cycling infrastructure in vulnerable regions	110
Procurement of electric buses and development of bus infrastructure	65
Mobility vouchers for vulnerable households	62

Example of EV subsidies – Social Climate Plans ensure a socially targeted design in Sweden and Lithuania



	Sweden	Lithuania
Eligibility criteria	Income up to 80% of the median and residence in a municipality with limited public transport availability	Low-income rural households ² with at least two children, single parents or with disabled household members
Subsidy level	~ €4,300 over 36 months ¹	90% of the purchase price, up to €20,000 (new) / €12,000 (second-hand)
Social differentiation	Households with income below 50% of median income → additional ~ €1,600 ²	-
Eligible vehicles	Electric vehicles, new and used, with a purchase price of up to ~ €41,000	New and used electric vehicles

¹ From 2028, the basic subsidy will be reduced to €3,000 and the income bonus to €900

² The income threshold is set at twice the subsistence level

Conclusion: Social Climate Plans provide a boost for socially just climate policies



- EU Member States set **different priorities**, reflecting their specific contexts - in the transport sector in particular, countries have adopted different approaches, resulting in a wide variety of measures.
- **The majority of funding goes to the buildings sector** (primarily in the form of subsidies); depending on the country, a significant amount also goes to the transport sector (primarily infrastructure), a few countries include direct income support in their (draft) plans.
- Many countries have found **smart administrative and digital solutions to effectively target vulnerable households**.
- The plans contain **many good ideas**; overall, the process has delivered a **boost to socially just climate policy measures**.
- Priority now is **timely submission** of not yet submitted NSCPs, **implementation** of adopted plans and **exchange of experiences for mutual learning**.
- The Social Climate Plans should additionally be complemented by **regulatory measures**, for example to address landlord-tenant split incentives.

References: List of National Social Climate Plans



Country	Link	Date	Submitted	Note
Belgium	Flanders, Wallonia	March 2026		Not yet including the NSCP share of Brussels region and the Federal share (together 24%)
Bulgaria	BG	June 2025		
Croatia	HR	November 2025	Yes	
Czechia	CZ	December 2026		
Estonia	N/A	May 2026		List of measures provided through country expert
Greece	Original draft , updated list of measures in press release	March 2026	Yes	
Italy	Original draft , updated list of measures on website			
Latvia	LV	June 2026	Yes	
Lithuania	LT	June 2026	Yes	Final adopted plan

Country	Link	Date	Submitted	Note
Malta	MT	June 2025	Yes	List of measures not detailed enough to include in analysis
Netherlands	NL	February 2026	Yes	
Poland	PL	August 2025		
Portugal	PT	October 2025		
Romania	RO	October 2025		List of measures not detailed enough to include in analysis
Slovenia	SI	February 2026	Yes	
Spain	ES	May 2026		
Sweden	SE	December 2025	Yes	Final adopted plan

See also the [list of National Social Climate Plans](#) submitted and adopted by the European Commission and Rescoop's [Social Climate Fund Tracker](#)

Further reading



- Policy Brief: Examples of socially just climate policies in Europe (2026): https://zukunft-klimasozial.de/wp-content/uploads/2026/02/ZKS_Policy-Brief_EU_Examples_ENG.pdf
- Policy Brief: Socially Just Climate Policies: Selected Examples and Lessons Learnt from Germany (2026) https://zukunft-klimasozial.de/wp-content/uploads/2026/06/Zukunft-KlimaSozial_Policy-Brief_Socially-Just-Climate-Policies_Examples-Germany.pdf
- Policy Brief: The European Emissions Trading System for Buildings and Transport (EU-ETS2) and the social dimension (in German) https://zukunft-klimasozial.de/wp-content/uploads/2026/01/KlimaSozial-kompakt_ETS2-und-soziale-Gestaltung.pdf
- Policy Brief: A Social Climate Plan for Germany (in German) (2024): https://zukunft-klimasozial.de/wp-content/uploads/2024/09/Policy-Brief_Ein-Klima-Sozialplan-fuer-Deutschland.pdf
- Further publications: <https://zukunft-klimasozial.de/en/publications/>



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