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Deutschland

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ASSOCIATION OF GERMAN DEVELOPMENT  
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## CONFRONTING THE CLIMATE CRISIS – CONSISTENT AND AMBITIOUS ACTION NOW

Our Demands for the 26th Climate Change Conference in Glasgow

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## KEY DEMANDS

- ▶ **We call on the German government** to contribute to an **inclusive and collaborative Climate Change Conference**. Regardless of their background and financial means, civil society organisations should be involved in decision-making processes. Negotiators therefore need to include those who are often disadvantaged in the negotiation process, especially indigenous peoples and local communities, women and LGBTIQ people, persons with disabilities, the elderly and youth.
- ▶ **We call on the German government** to work to ensure that global emissions are halved by 2030, and that all **nationally determined contributions** (NDCs) are updated and increased immediately. This applies, in particular, to the European NDCs, with the goal of achieving net zero emissions by 2040.
- ▶ **We call on the German government** to work to ensure **common timeframes** and reporting rules. In addition, the German Government should also work to ensure that civil society stakeholders are more actively involved in the **Global Stocktake** process.
- ▶ **We call on the German government** to work to enforce **Article 6 of the Paris Agreement**, including ambitious social, environmentally friendly and human-rights-based safeguards without any double counting or recognition of previous reductions, for instance through existing Clean Development Mechanism (CDM) certificates from the Kyoto Protocol.
- ▶ **We call on the German government** to realign and increase its **climate financing** beyond its official development aid (ODA) obligations, and to work towards significantly increasing the relevant funds at the global level. Negotiations on the new climate finance target for the period after 2025 should start at this year's COP26.

- ▶ **We call on the German government** to drive the concrete implementation of the **Global Goal on Adaptation** and to make sufficient and longer-term financial commitments to the UN Adaptation Fund. The share of international climate finance for adaptation measures should be increased, from around 20 per cent currently to 50 per cent.
- ▶ **We call on the German government** to commit to providing new and additional financing for **loss and damage** beyond the existing commitments for mitigation and adaptation. The German Government should also support the work programme of the Task Force on Displacement, both politically and financially, with the aim of avoiding **climate displacement**.
- ▶ **We call on the German government** to promote **Action for Climate Empowerment** (ACE) and to enshrine ACE in national and European climate protection plans. The goal is to better inform citizens of the consequences of the climate crisis and the relevant climate protection measures.
- ▶ **We call on the German government** to prove that it is taking climate protection seriously by **immediately passing a climate action programme** that will define how national climate goals can be achieved in a socially just manner.

2021

# CONFRONTING THE CLIMATE CRISIS – CONSISTENT AND AMBITIOUS ACTION NOW

## Our Demands for the 26th Climate Change Conference in Glasgow

After two years without any regular international climate negotiations, the 26th United Nations Climate Change Conference (COP26), which will be held in Glasgow from 31 October to 12 November, will take place in a particular context: The global COVID-19 pandemic continues to have a massive impact on the health and everyday lives of millions of people, especially in the Global South. At the same time, the climate crisis is accelerating, as illustrated in the first part of the 6th Assessment Report of the Intergovernmental Panel on Climate Change (IPCC), published in August 2021.

As the summer of 2021 demonstrated, extreme weather events are becoming more and more frequent and dangerous. We saw heavy rains and floods in Germany, China and India, forest fires in the Mediterranean, and extreme heat in Canada. The past year and a half has shown the urgency of better preparation for natural disasters and pandemics. Even in the face of the COVID-19 pandemic, it is important to contain the global climate crisis and its short-term and long-term impacts as much as possible.

2021 also brought positive signs for climate protection: The USA re-joined the Paris Climate Agreement; Germany's Federal Constitutional Court ruled that the country's climate targets were not enough; and millions of people around the world took to the streets or demonstrated online to call for a more effective climate policy. The climate crisis requires rapid and decisive political action to achieve transformative climate protection and adaptation measures. The good news is that the solutions for dealing with the climate crisis are on the table. Now these solutions need to be implemented quickly, ambitiously and consistently – across politics, business and society.

The Glasgow Climate Change Conference could become a milestone in this regard. To this end, the parties must resolve a number of remaining issues so that adequate rules for the implementation of the Paris Agreement can be drawn up. There must be no room for loopholes in the application of the rules. The goal should be to agree on a robust, common timeframe for the implementation of the climate goals. At the same time, the decision makers must define concrete and ambitious rules regarding the regulation of international emissions trading specified in Article 6. All states should not only present their revised and improved national climate protection plans (NDCs), long-term strategies and financing commitments, but should go one step further by presenting short- and medium-term implementation plans as soon as possible. In addition, they should also outline the possible routes towards comprehensive decarbonisation, which implies a move away from fossil fuels beyond the energy sector.

In addition to answering the open questions from the Paris rulebook, the adaptation measures and the approaches for addressing loss and damage in the Global South must be better financed and further developed. It is important that strategies for the switch to renewable energies in the Global South are supported by means of financing, technology transfers and training measures.

A great share of the responsibility for the success of COP26 lies with Germany and the EU. With this in mind, the EU must make a fair contribution to emission reductions through international climate finance, but also by supporting countries with fewer financial resources that are already severely affected by the climate crisis. If Germany and the EU choose to really advocate for ambitious climate protection in these negotiations, they will also encourage others to step up their efforts.

# 1 | PRINCIPLES OF CLIMATE-JUST PARTICIPATION IN THE UNFCCC PROCESS

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Transparency and inclusion are important topics for this year's climate conference. In his letter to all parties in July, the COP26 President confirmed that the conference would be inclusive. However, the COVID-19 pandemic makes in-person participation difficult, especially for delegations and civil society organisations from the Global South: due to the unequal distribution of vaccines, additional financial costs, long quarantine times, and the difficulties posed by pandemic-related changes in travel routes, travelling to Glasgow will be far from easy. The pandemic has also reduced the number of places available for observers, as the COP's planned hygiene measures make it impossible for everyone to participate. As such, there is a great risk that government and civil society representatives from the Global South will be significantly underrepresented compared to previous conferences.

Indigenous peoples play an important role in protecting nature and the climate. Given the traditional knowledge they have accumulated over generations, they have a lot to offer when it comes to local mitigation and adaptation strategies. Indigenous peoples and local communities should therefore be actively involved in the implementation of climate protection and adaptation measures, especially when they are directly affected by the latter. The findings of the Local Communities and Indigenous

Peoples Platform (LCIPP) should thus be taken into account in the negotiations.

Women and LGBTIQ people (those who identify as lesbian, gay, bisexual, transsexual/transgender, intersex and/or queer) are underrepresented in climate negotiations. To make the negotiations more inclusive and diverse, there should be greater emphasis on the participation of non-male persons in the COP processes and the training activities of national delegations.

Young and future generations will be disproportionately affected by the climate crisis, not least due to the accelerated loss of natural ecosystems and biodiversity. The negotiations must therefore also aim at intergenerational equity.

Action for Climate Empowerment (ACE) aims to inform citizens of the consequences of the climate crisis and climate protection measures. ACE and the six elements of the Doha Work Programme (education, training, public awareness, public access to information, public participation and international cooperation) are key to ensuring an inclusive process. To promote the rights to climate education, access to information and participation in environmental policy decisions, vulnerable population groups must be involved in particular. It is important that the educational component of the ACE strategies is also enshrined in the national climate plans (NDCs).

## WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ **Advocate for an inclusive approach to access to the negotiations.** Participants from red-list countries should receive support with coronavirus testing and quarantine accommodation on site.
- ▶ **Advocate for the appropriate involvement of particularly disadvantaged negotiators.** This includes BIPOC (black, indigenous, people of colour), women and LGBTIQ people, persons with disabilities, the elderly and young people.
- ▶ Work to **ensure that sustainable education is given greater weight in the global climate agenda** through the ACE process, for example by integrating ACE into European and national climate plans.
- ▶ **Include gender impact assessments in Germany's updated NDC** to make its climate protection measures as inclusive as possible.

## 2 | INCREASING THE AMBITIONS

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At the 2019 Climate Change Conference in Madrid, the much needed signal to raise global climate targets failed to materialise. Another international political milestone was missed when the 2020 climate conference was cancelled due to the pandemic, and neither the Climate Ambition Summit on the five-year anniversary of the Paris Climate Agreement in December 2020, nor the re-entry of the USA or the Climate Leaders' Summit in June 2021 could compensate for this. The goal of the Glasgow Climate Change Conference must now be to significantly speed up the pace of implementation of ambitious climate measures.

Increasing the ambitions of all states primarily involves expanding the nationally defined contributions to climate protection (NDC enhancement) as well as their rapid implementation. The NDCs encompass the states parties' efforts to reduce their emissions and to define measures for adapting to climate change. By the end of July 2021, 110 countries had submitted new or improved NDCs. According to a report by the UN Climate Change Secretariat, the sum of these plans is nowhere near enough to adhere to the 1.5-degree limit. Despite announcements by the USA, Japan, Canada and South Africa to increase their national climate targets, the world is heading for a global temperature increase of between 2.4 and 3.0 degrees Celsius by 2050.

At COP26, those responsible must now lay the foundations for significantly reducing the ambition gap towards achieving the Paris goals. Now is the time to prepare

the next round of NDC increases from 2025 onwards. At the same time, it is important that we close the implementation gap for those targets that have already been announced and to ensure that the ambitions presented in the NDCs are achieved through effective measures.

States are also called upon to present long-term strategies (LTS). These should not only be compatible with the long-term goals of the Paris Agreement, i.e. climate neutrality and the 1.5-degree limit, but also provide orientation for increasing the 2030 targets in the NDCs.

Since the protection and sustainable use of ecosystems contributes to reducing emissions and absorbing carbon, it should be part of the national climate plans. The role of ecosystems in combating the climate crisis – as well as the threats they face from global warming – must therefore be given greater consideration in the negotiations, as must nature-based solutions. It is important to include the dialogues on oceans, climate, land and adaptation, as well as the planned permanent financial forum on nature-based solutions, by means of a human-rights-based approach.

When individual states reach the limits of their capacity to implement the Paris climate goals, bilateral or multilateral partnerships between countries can create new opportunities. For a coherent implementation of international partnerships (also known as Paris partnerships), however, Germany must reconfigure its climate foreign policy as a joint task involving various ministries.

## WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ Work to **ensure that all 2030 targets (NDCs) are updated and increased as soon as possible** so that global emissions can be halved by 2030 and the 1.5-degree limit can be brought within reach. The Global Stocktake 2023 should also reflect this effort.
- ▶ Work to **ensure a significant increase in the European NDC** and to examine the feasibility of reducing emissions by 65 per cent by 2030. In the EU, we should be aiming for net-zero emissions by 2040.
- ▶ **Support countries in the Global South with the creation, improvement and implementation of their NDCs**, for example, by establishing Paris partnerships.
- ▶ Work to **ensure that nature-based reductions** in greenhouse gas emissions (including the sink effects of the oceans and integration into the NDCs), **as well as the resilience of ecosystems, are given greater consideration in the UNFCCC process**.



### 3 | TRANSPARENCY, COMMON TIMEFRAMES AND GLOBAL STOCKTAKE

Determining the levers for setting and reviewing climate targets is one of the unresolved issues for the implementation of the Paris Agreement. In this respect, we need to build a solid foundation: an agreement must be reached on the transparency of the underlying processes, a common timeframe and the preparation of the Global Stocktake.

The Paris Agreement's transparency framework stipulates that the states parties must submit progress reports every two years. However, an agreement has yet to be reached on universal reporting, which, among other things, should provide information on climate protection and climate finance progress.

At the same time, no common timeframe for the implementation of the NDCs has been specified to date. There is thus a risk of confusion, where some countries set targets for the next five years and others for the next ten. The Paris Ambition Mechanism has so far specified a

five-year cycle for revising the NDCs. It therefore makes sense to also limit the implementation period of NDCs at national level to five years. This would enable countries to react more quickly to scientific findings as well as economic and technological changes, and to improve targets that turned out to be too low once the period expires.

The Global Stocktake is the primary tool for measuring the progress and impact of the implementation of the Paris Agreement. Every five years, the global progress regarding measures for climate protection and adaptation, loss and damage and international climate finance is reviewed on the basis of the latest scientific findings and justice criteria. A wide variety of stakeholders, especially non-government parties, should be able to contribute to the Global Stocktake. The key questions for the stocktake must also reflect previously neglected issues such as loss and damage.

#### WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ **Advocate for universal five-year periods** (common timeframes) for the implementation of the NDCs at COP26.
- ▶ Work towards the **adoption of reporting rules for the provision of climate finance**, among others, which transparently describe the actual climate relevance of the respective funding measures.
- ▶ Work to **ensure that civil society stakeholders are more actively involved in the Global Stocktake process**. The Global Stocktake questionnaire should address all important topics, such as loss and damage, as well as the recommendations of the 6th IPCC assessment report on the role of natural carbon sinks on land and in the oceans.

## 4 | EMISSIONS TRADING – ARTICLE 6

Article 6 of the Paris Agreement lays down the criteria for the bilateral transfer of emission reductions between countries (Article 6.2), an optional central market mechanism (Article 6.4) and a non-market mechanism (Article 6.8).

The rules governing the mechanisms of Article 6 ought to be decided at the upcoming COP. Above all, it is crucial that the decision makers leave no scope for loopholes, prevent calculation tricks and integrate human rights-based standards into the regulations. If the rules are designed incorrectly, global climate protection efforts are in danger of being massively undermined. The San José Principles for a transparent and fair carbon market, which Germany and the EU supported at COP25, offer a minimum benchmark that must serve as the starting point for these negotiations.

A more climate-friendly design also includes preventing double counting of emissions reductions, the additionality of mitigation measures beyond the national

climate plans and the transfer of already settled reductions from the Clean Development Mechanism (CDM). To achieve additional climate protection through Article 6, the principle of the overall mitigation of emissions (OMGE) was introduced with the purpose of excluding previously traded emissions.

For a sustainable implementation of the mechanisms under Article 6, social, ecological and human rights-based safeguards need to be established that also increase the opportunities for the local population and indigenous peoples to participate.

An obligation to make the necessary adjustments to avoid double counting must also be introduced for other international trading systems such as CORSIA (Carbon Offsetting and Reduction Scheme for International Aviation) and for private parties such as companies.

The design of the non-market-based mechanisms under Article 6.8 should also be decided at COP26.

### WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ Work to **ensure that the cooperation mechanisms under Article 6 contribute to meeting the 1.5-degree target**. This must be guaranteed by designing the corresponding adjustments accordingly, so that they cover both the procedures foreseen in Articles 6.2 and 6.4 and private stakeholders on the free market.
- ▶ **Ensure that the emission reductions to be realised are additional to previous commitments**, and that reductions that have already been made, for example through existing CDM certificates, cannot be transferred.
- ▶ **Advocate for ambitious social, ecological and human rights-based safeguards** within the framework of Article 6.
- ▶ Work to **ensure that the proceeds under Article 6 are also made available for international climate finance**, particularly for adaptation measures.
- ▶ Design Article 6.8 in such a way that **North-South partnerships for climate protection are recognised as non-market-based cooperation mechanisms**.

## 5 | ADAPTING TO CLIMATE CHANGE

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The Global Goal on Adaptation under Article 7.1 of the Paris Agreement aims to improve the adaptability and resilience of all countries, with a view to promoting sustainable development and reducing vulnerabilities. To be able to achieve this goal, individual countries must develop ambitious climate adaptation plans (NAPs) and long-term strategies. Countries in the Global South should receive support in implementing these plans and strategies, in particular additional funds for adaptation measures.

At COP26, the German government should work to ensure that the global adaptation targets are supplemented by specific instruments for better implementation, progress reports and impact assessments. This requires sufficient financial resources, technologies and capacities, which must also be made available to the Global South – after all, only a global response will be able to limit global warming to 1.5 degrees.

### WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ **Make new** and, above all, **multi-year financial commitments for the Adaptation Fund and the Least Developed Countries Fund.**
- ▶ **Advocate for a significant increase in public climate financing** and to **increase the proportion earmarked for adaptation measures to 50 per cent by 2025 by means of additional funds.** The aim is to support countries that are particularly affected by the climate crisis, such as the Climate Vulnerable Forum (CVF), the small developing island states (SDISs) and the poorest countries of the Global South (least developed countries, LDCs), in implementing their ambitious adaptation strategies.

## 6 | LOSS AND DAMAGE

The number and impact of climate-related natural disasters have increased sharply in recent years. In 2019, the Red Cross's World Disaster Report counted 308 natural disasters worldwide, 77 per cent of which were due to climatic change. LDCs and Small SIDSs have been particularly affected, with climate disasters claiming many human lives and destroying the local social and economic infrastructure.

In 2020, the Internal Displacement Monitoring Centre (IDMC) recorded 30.7 million new migration and displacement flows due to climatic disasters. Three quarters of domestic migratory movements were caused by disasters, three times as many as by conflict and violence.

The COP participants should address climate-related loss and damage as a matter of high priority. In addition

to extreme weather events, it is important that we pay more attention to slow onset processes, i.e. rises in sea levels, rising temperatures, ocean acidification, glacier retreat and land and forest degradation. To provide sufficient support to particularly endangered countries in the Global South, the mandate of the Santiago Network on Loss and Damage must be strengthened.

The Warsaw International Mechanism (WIM), established in 2013, is tasked with facilitating the promotion of measures and aid, including financial aid, in the event of loss and damage caused by climate change. To enable the mechanism to fulfil this role, both a significant increase in funding by industrialised countries as well as innovative, polluter-based financial instruments are required.

### WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ Make initial commitments at COP26 to **provide new and additional financing for loss and damage** beyond the existing commitments for mitigation and adaptation. The Warsaw International Mechanism should be given the mandate to identify possible sources of new and additional financing.
- ▶ Work towards **establishing a separate sub-target for coping with inevitable loss and damage in the negotiations** to determine the climate finance target for the period after 2025. The German government should also provide additional funds for this area. The target for 2025 should no longer be set on the basis of voluntary commitments by donor countries, but rather based on actual needs.
- ▶ **Ensure that the Santiago Network on Loss and Damage initiated at COP25 will be placed under the umbrella of the UNFCCC** and will provide funding for concrete technical advice to governments and other stakeholders in developing countries. Should the international climate negotiations stall, Germany and the EU must seek cooperation with other countries to appropriately address the issue of loss and damage.
- ▶ **Provide political and financial support to the work programme of the United Nation's Task Force on Displacement** in order to **address the issue of climate displacement** and to promote the implementation of the Nansen Initiative for protection against cross-border displacement in the context of climate disasters. The necessary recommendations must be implemented with the aim of avoiding climate-induced displacement.

## 7 | CLIMATE FINANCE

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In 2009, industrialised countries committed to increasing the financial support for poorer nations to 100 billion US dollars annually by 2020. In 2015, it was also determined that this level would be maintained until 2025. For the period after that, a new target for supporting poorer countries should thus be set.

Last year, global climate finance amounted to around 80 billion US dollars. As before, the target of 100 billion US dollars has therefore not been achieved. Some countries, such as Germany, have made new commitments to this end. At the 2021 G7 Summit in Cornwall, the German government promised to increase Germany's share of international climate finance from currently 4 billion euros (in the form of budget funds and grant equivalents) to 6 billion euros annually by 2025 at the latest. While this is an important step, it is insufficient in view of Ger-

many's economic strength and responsibility for the climate crisis.

The negotiations on the new financing target for the period after 2025 should begin at this year's COP26. The new target must go well beyond previous commitments in order to meet the needs of those countries that are most affected by the climate crisis and have few financial resources to combat it. Adaptation and mitigation as well as loss and damage should both be taken into account.

In November, the states parties to the United Nations Framework Convention on Climate Change, as well as private stakeholders and development banks, should agree to end investments in fossil fuels and initiate a redistribution of funds in favour of climate-friendly investments.

### WE CALL ON THE GERMAN GOVERNMENT TO:

- ▶ Work to **ensure that the target of 100 billion US dollars will be achieved**, primarily through new commitments and in addition to funds disbursed as part of official development aid (ODA). The support for adaptation measures should be increased to 50 per cent of total climate financing.
- ▶ **Announce a doubling of Germany's previous climate financing to 8 billion euros per year by 2025 at COP26.** As additional funds are being made available for dealing with loss and damage, the proportion earmarked for adaptation should be gradually increased to 50 per cent by 2025.
- ▶ **Advocate for an end to investments in fossil fuels** and initiate a redistribution of funds in favour of climate-friendly investments.

## 8 | THINKING BEYOND COP26

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The implementation of the policies that will be negotiated and decided at COP26 must take place at the national level. Many countries, however, face major implementation deficits. Germany and the EU must assume global responsibility in this respect and consistently implement climate protection measures at home. The European Green Deal and the Green Recovery Programme must set the framework for rapid adaptation of the economy and society. Germany should also play a key role in building bilateral and multilateral partnerships with the aim of ensuring a human-rights based approach to the implementation of the Paris Climate Agreement and the Sustainable Development Goals (SDGs).

The COVID-19 pandemic has served as a magnifying glass for highlighting the weaknesses of our economies and societies. The turn towards a climate-friendly and sustainable future is possible and long overdue. To this end, all post-pandemic recovery measures and invest-

ments must be in line with the Paris Agreement. It is therefore necessary that the measures undertaken will eliminate social injustices, and that climate protection measures are designed to be socially just and inclusive.

We call on the new German federal government to launch an emergency climate action programme in order to demonstrate that it is taking climate protection seriously and is committed to achieving the relevant national targets – this should also be anchored in the coalition agreement. With the German G7 presidency in 2022, the federal government also has the chance to promote the issue on the international stage and to work towards a collective increase in climate targets and climate finance within the G7. These targets can then be further fine-tuned at COP27 in 2022, which is expected to take place in Africa, and as part of the Global Stocktake 2023.

# IMPRINT

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**Climate Alliance Germany** is a broad civil society alliance for climate protection. The alliance consists of more than 140 member organisations from the fields of environment, church, development, education, culture, health, consumer protection, youth, trade unions, social and welfare organisations. It advocates for ambitious climate policies and a successful energy transition at local, national, European and global level. Its member organisations together represent around 25 million people.

[www.klima-allianz.de](http://www.klima-allianz.de)

**VENRO** is the umbrella organisation of development and humanitarian aid non-governmental organisations (NGOs) in Germany. The association was founded in 1995 and consists of around 140 organisations. Their backgrounds lie in independent and church-related development co-operation, humanitarian aid as well as development education, public relations and advocacy.

VENRO's central goal is to build a just globalisation, with a special emphasis on eradicating global poverty. The organisation is committed to implementing human rights and conserving natural resources.

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