
POLICY MAKING BY PARTICIPATION – THE GERMAN CLIMATE ACTION PLAN 2050

eccee 2017 Summer Study

Barbara Schlomann
Katharina Wohlfarth
Fraunhofer ISI, Germany

Julia Repenning
Oeko-Institute, Germany

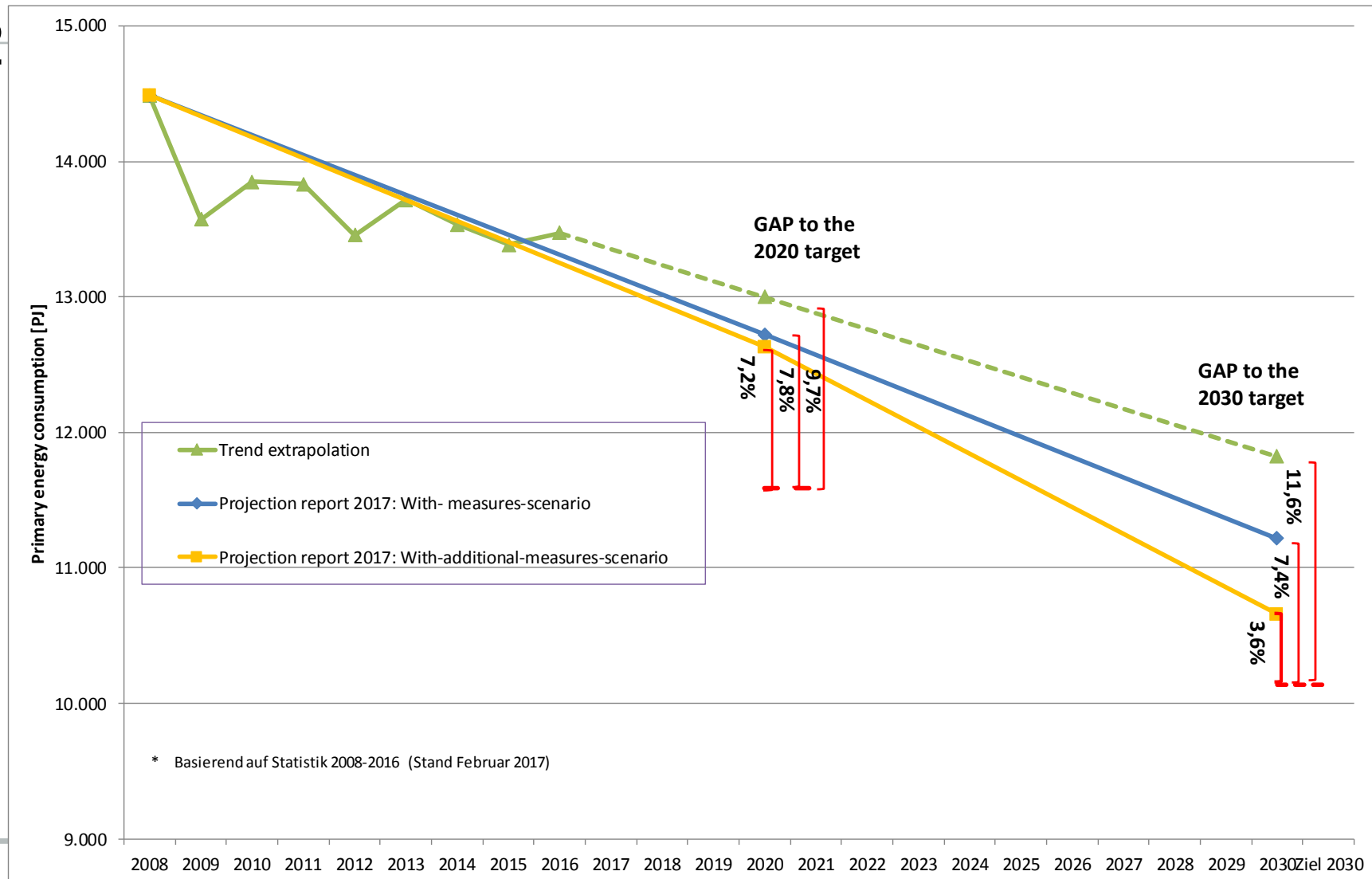


MILESTONES OF THE GERMAN ENERGY TRANSITION (“ENERGIEWENDE”)

Date	Action of the German Government
September 2010	New Energy Concept , including ambitious overall and sectoral targets for GHG emissions, renewable energies and energy consumption / energy efficiency for 2020 and 2050
March 2011	Decision on a phase-out of nuclear energy by 2022
July 2011	Decisions on accelerating the transformation of the energy system ⇒ starting point of the German Energy Transition
October 2011	Implementation of an official Monitoring Process ⇒ yearly check of the success of the energy transition (targets / policies)
December 2014	Cabinet decision on new programs to achieve the national energy and climate targets for 2020: National Action Plan on Energy Efficiency (NAPE) Action Programme on Climate 2020 (APC)
August 2016	BMWi publishes a “ Green Paper on Energy Efficiency ” for public discussion (perspective 2030)
November 2016	Federal Government adopts the Climate Action Plan 2050

CURRENT GAP TO THE GERMAN ENERGY SAVINGS TARGET 2020 AND

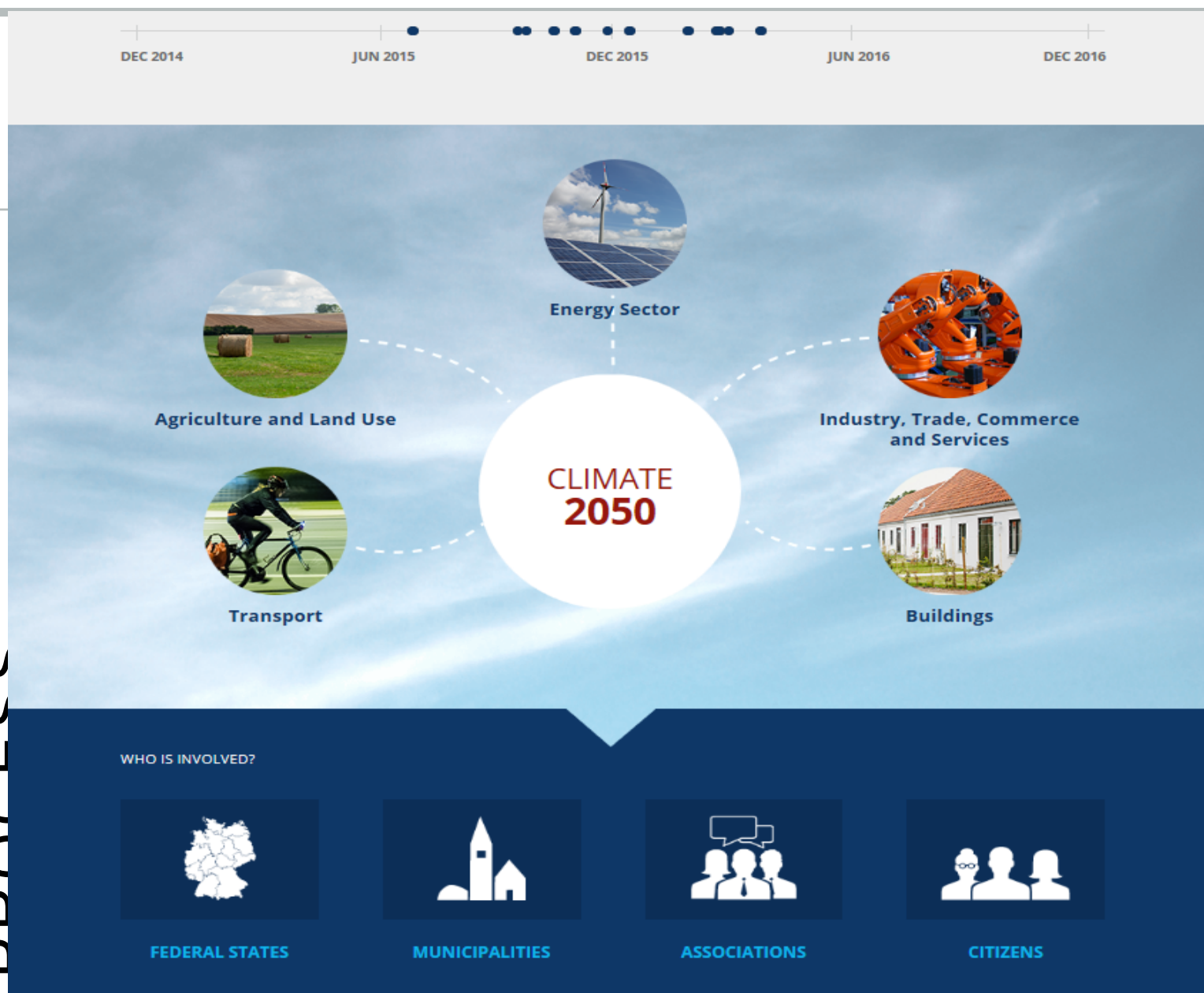
2



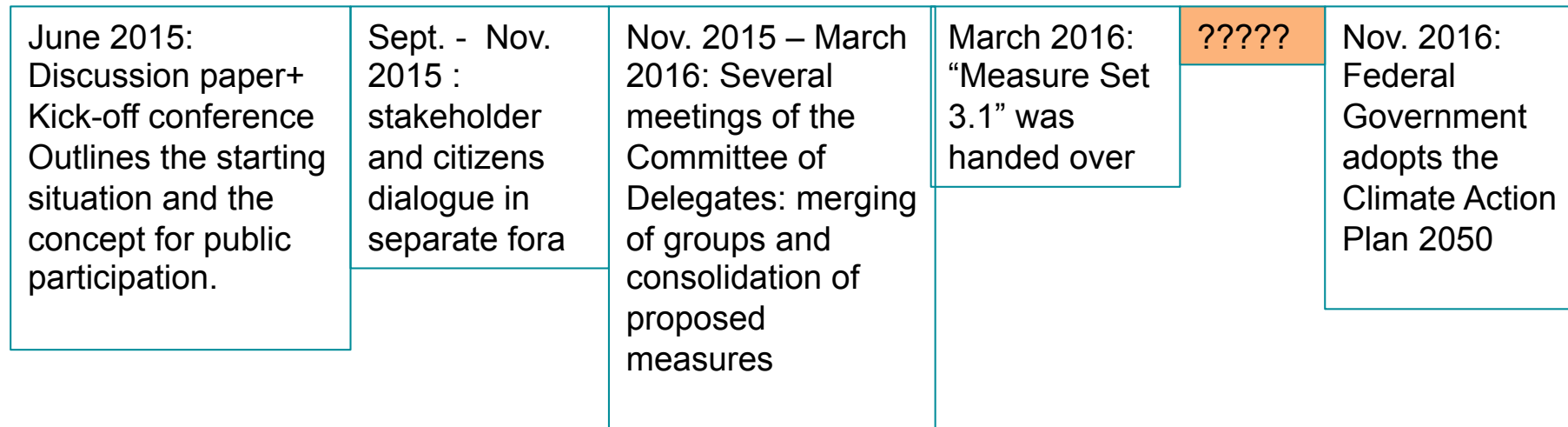
Demands on the Climate Action Plan 2050

- The Plan should set out the **interim targets for 2030**, which are essential to meeting the long-term climate target of 80-95% reduction in 2050.
- The Plan should describe the **next specific reduction steps** in view of the European and international climate targets and the Paris agreement.
- The Plan should be **updated at regular intervals** based on a regular monitoring of the measures adopted.
- The Plan should be developed based on a **broad dialogue and participation process** with public and private **stakeholders** (federal states, local authorities, trade unions, churches, NGOs...) and **citizens**.

ORGANIZATION OF THE PUBLIC DIALOGUE PROCESS



STAGES OF THE DIALOGUE PROCESS



Results of the Dialogue Process: Measure Set 3.1

- Detailed description of 89 strategic measures in the five areas of action and some cross-cutting measures.
- All measures are clearly described according to pre-defined criteria (actors, time schedule, significant contribution to targets, addresses the Federal level, takes into account the EU and international level).
- The measure descriptions also include the feedback from the three groups of stakeholders and the citizens and a scientific evaluation made by the accompanying research.



Results of the Dialogue Process: Separate report on the citizens' dialogue

“Top 10” list of new climate policies for Germany from citizens' perspective:

- (1) EU-wide Network for renewable energies
- (2) Labelling of products according to their „ecological footprint“
- (3) Decentralisation of energy generation and distribution
- (4) Agricultural turnaround – regional and ecological agriculture as a key for successful climate protection
- (5) Tax incentives for climate-friendly transport
- (6) Taxation of all transport modes by their total energy balance
- (7) Banning of long distance freight transport from roads
- (8) Incentives for long-lasting products
- (9) Support of ecological agriculture
- (10) Decentralisation and regionalisation of the energy system

Success criteria and indicators of dialogue processes

Success criteria	Sub-criteria	Exemplary performance indicator
Inclusiveness of the process	All relevant stakeholder groups represented in the process and is there an equal contribution	All identifiable stakeholder groups have taken part All participants have the chance to share their opinions
Information exchange and learning	Exchange of knowledge, common base of information and transparency	Process is legitimated by the stakeholders Understanding of each others' concerns Trust and confidence in the decision makers Process and steps are explained in advance
Effects of public participation on the political decision-making process	Effectiveness/ efficiency and a common understanding of impact of results	Key decisions are improved by process Results are accepted by participants

Evaluation of the dialogue process: structure and organisation

- The whole process was evaluated very positive.
- The tasks and timetable for the dialogue process was fully met (at least in the dialogue process, though not in the following political process).
- The broadness and openness of the process with regard to the number of stakeholder groups and citizens' involvement was assessed as very positive.
- With regard to the “democracy” of the process, i.e. if all stakeholders and citizens equally contributed, the picture is mixed: domination of some large industrial associations in the private stakeholder dialogue and under-representaion of educationally-deprived groups and young people in the citizens' dialogue
- The dialogue process was fully transparent, since all steps were explained in advance and publicly documented on the website.
- The external moderation of the process by experienced institutes was assessed as fair and good or very good.

Key elements of the Climate Action Plan 2050

- Long-term target: based on the guiding principle of extensive greenhouse gas neutrality in Germany by the middle of the century.
- Guiding principles und transformative pathways as a basis for all areas of action by 2050.
- Milestones and targets as a framework for all sectors up to 2030.
- Strategic measures for every area of action.
- Establishment of a learning process which enables the progressive raising of ambition envisaged in the Paris Agreement.

Medium-term targets for 2030 in the five action areas

Area of action	1990 <i>(in million tonnes of CO₂ equivalent)</i>	2014 <i>(in million tonnes of CO₂ equivalent)</i>	2030 <i>(in million tonnes of CO₂ equivalent)</i>	2030 <i>(reduction in % compared to 1990)</i>
Energy sector	466	358	175 – 183	62 – 61 %
Buildings	209	119	70 – 72	67 – 66 %
Transport	163	160	95 – 98	42 – 40 %
Industry	283	181	140 – 143	51 – 49 %
Agriculture	88	72	58 – 61	34 – 31 %
Subtotal	1209	890	538 – 557	56 – 54 %
Other	39	12	5	87%
Total	1248	902	543 – 562	56 – 55 %

Set of strategic measures for the five action areas

- **Buildings:** Roadmap towards an almost climate-neutral building stock (ambitious standards for new buildings, long-term renovation strategies gradual phase-out of heating systems based on fossil fuels).
- **Transport:** Climate strategy for transport including alternative drive technologies, public transport, rail transport, cycling, walking, digitalisation strategy.
- **Industry:** Launch of a research, development and market introduction programme aimed at reducing climate-damaging emissions from industrial processes, which are currently considered unavoidable.
- **Agriculture:** Nitrous oxide emissions from over-fertilisation are to be significantly reduced. But: mitigation potential is generally limited in the agricultural sector.
- **Land use and forestry:** Focus is on the preservation and improvement of carbon sequestration through carbon sinks in forests.

Implementation of the Climate Action Plan 2050: next steps

ACTION	WHO	WHEN
Impact assessment of sectoral targets for 2030	Ministry for the Environment / Researchers	Until March 2018
Development of concrete policies to put the strategic measures in into action (incl. ex-ante impact evaluation)	Ministries in charge of the action area / Researchers	Until March 2018
Updating of the Climate Action Plan 2050	Ministry for the Environment, other ministries in charge	End of 2019 / beginning of 2020
Continuation of the dialogue process	Ministry for the Environment	Continuously
Establishing a „Scientific Platform“ to strengthen the scientific foundation of the process	Ministry for the Environment / Ministry for Research and Development	End of 2017

Conclusions

- The dialogue process itself was a success and the start of a new type of policy making, which directly takes into account the views of public and private stakeholders and citizens.
- The ambitiousness of the sectoral targets for 2030 and the strategic measures for each of the action areas weakened during the coordination process between several ministries in charge.
- More ambition is needed to reach the medium and long-term energy and climate targets and to be in line with the Paris agreement. This also includes some measures which are unpopular from today's view.
- Public acceptance of the necessary transformation process is crucial for achieving such a high level of decarbonisation → the continuation of the dialogue process may help to increase the acceptance of the necessary changes.
- A 95% reduction of greenhouse gas emissions in Germany cannot be achieved without a common procedure in Europe and even worldwide.

Contact

Barbara Schlomann

Fraunhofer Institute for Systems and Innovation Research ISI

barbara.schlomann@isi.fraunhofer.de

www.isi.fraunhofer.de