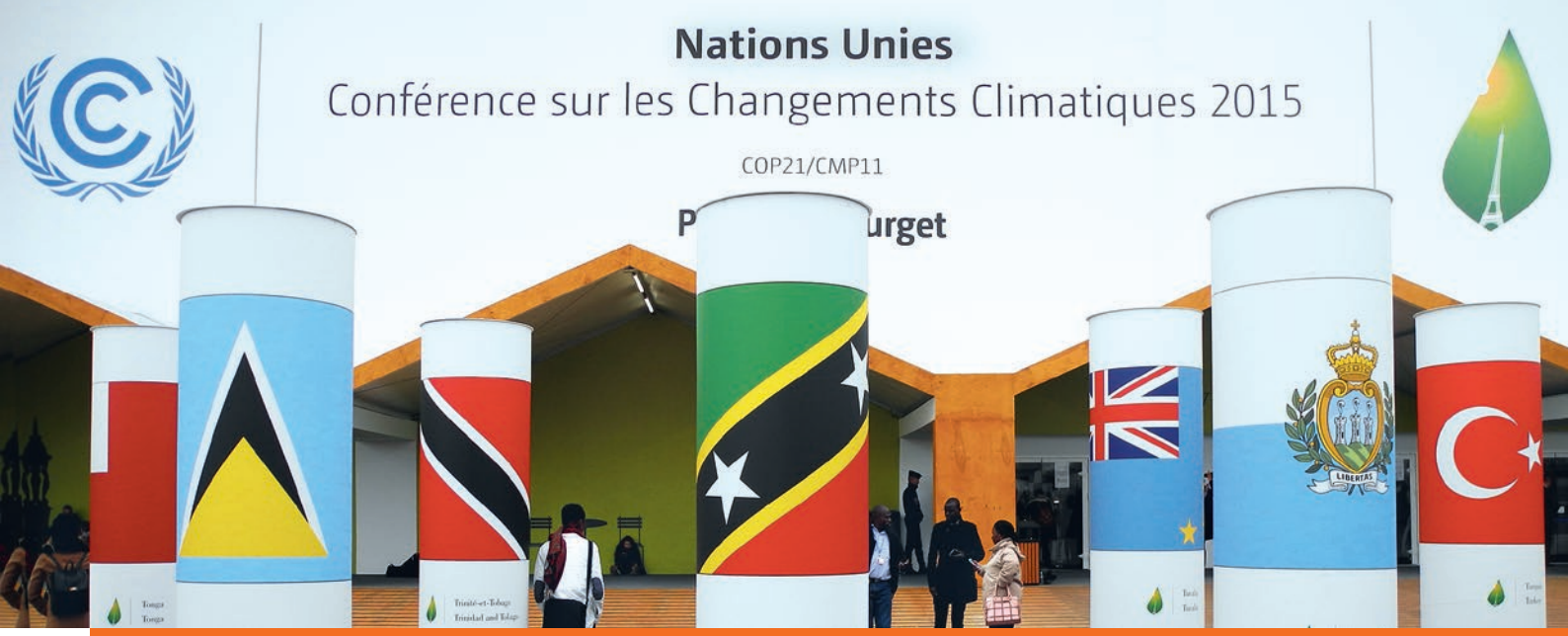

Profile 21

ANALYSIS

The Paris Climate Agreement

Towards a climate-friendly future

actalliance

Brot für die Welt

Edited by
Brot für die Welt – Evangelischer Entwicklungsdienst
Evangelisches Werk für Diakonie und Entwicklung e.V.
Caroline-Michaelis-Straße 1, 10115 Berlin, Germany
Telephone +49 (0)30 65211 0
kontakt@brot-fuer-die-welt.de
www.brot-fuer-die-welt.de

ACT Alliance
Ecumenical Center
150 Route de Ferney, 1211 Geneva, Switzerland
Telephone +41 (0)22 791 6434
actcom@actalliance.org
http://actalliance.org

Authors Heinz Fuchs, Joachim Fünfgelt, Thomas Hirsch, Sabine Minninger, Ulrike Schumacher, Sophia Wirsching, Eike Zaumseil, Annegret Zimmermann
Editors Maike Lukow, Isaiah Toroitich
Translation Simon Phillips (Linguatransfair)
Proofreading Nivene Raafat (Linguatransfair)
Layout János Theil
V.i.S.d.P. (Person responsible in accordance with German Press Law): Klaus Seitz
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Foreword

Dear readers,

The Paris Agreement on Climate Change is an important milestone in climate change policy and diplomacy. It demonstrates the success of a multilateral process that lasted several years and that was beset by myriads of challenges. Finally, the 21st Session of the Conference of the Parties to the UN Framework Convention on Climate Change showed that the world community is committed to finding a global solution to a global problem.

Our mission as protestant development and humanitarian agencies, with our partners and networks, is to advocate for the rights of the world's poorest and most vulnerable people. They are increasingly exposed to climate risks that threaten their lives and livelihoods in many climate vulnerable countries where we and our partners work.

ACT Alliance and Bread for the World together with numerous partners in the Global South and throughout the world understand the critical role of churches and civil society in fighting for climate justice. In fact, without the strong voice of civil society, the Paris Agreement would probably never have contained some of the key components that address the needs and the rights of those mostly affected by climate change. While the agreement is not perfect, and a lot of work still need to be done to ensure greater ambition and action, we together with our partners and networks see the issues and voices of the poor being echoed in the agreement. In addition, the outcome of this entire political process is a strong signal for the end of fossil fuels and the recognition of the call for climate justice. We are grateful for the contribution of our organizations and partners to the Paris outcome – with incredible patience and resilience, we have all advocated, lobbied, campaigned, mobilized and consistently amplified the voices of communities.

The Paris Agreement has cleared the way for further transformational change, which, as history shows, usually doesn't come from top down, but rather, is a bottom up process. The birth of the German energy transition, for example, is directly linked with the green movement and has taken decades to finally enter the mainstream of the German society.

To ensure a meaningful implementation of the Paris Agreement, we need change agents at all levels, but particularly a strong civil society and faith based organizations and networks at national level and in many countries. ACT Alliance and Bread for the World will continue to support churches and civil society, while considering their potential role as innovative agents of change and communication channels between their home societies and the international discourse.

We are strongly committed to support climate justice at all levels and to accompany the implementation of the Paris Agreement and the related COP21 decisions. We are confident that we all can make climate justice a reality through an even greater transformation of our economies and societies.

In Solidarity,

John Nduna
General Secretary, ACT Alliance

Cornelia Füllkrug-Weitzel
President of Bread for the World

Introduction

On the evening of 12 December 2015, Laurent Fabius, the then French Foreign Minister, and President of the 21st session of the United Nations Framework Convention on Climate Change (UNFCCC), closed the climate conference proceedings by stating, "With a small hammer you can achieve great things." By bringing down his legendary green hammer, Fabius signalled that all of the UNFCCC's 195 parties had accepted the new climate agreement.

Almost all of the world's heads of state and government welcomed the Paris Agreement. Government leaders such as Xi Jinping (China), Narendra Modi (India) and Barack Obama (US) had even personally intervened to ensure that the agreement came about. Moreover, the agreement represents a huge success for multilateralism and the French diplomacy, and Laurent Fabius went on to describe the negotiations as "the most beautiful and peaceful revolution that Paris has ever seen". The Paris Agreement stands in great contrast to the disappointing climate negotiations that took place in Copenhagen in 2009: whereas Copenhagen failed to produce an agreement, even the majority of civil society views Paris as a milestone in climate policy.

The Paris Agreement has also been celebrated world wide as a climate policy breakthrough. The Guardian (UK) stated that the agreement "may signal the end of the fossil fuel era". The Economist (UK) argued that no other agreement had ever involved this amount of importance being placed on the risks associated with climate change. Finally, the Chinese news agency Xinhua called the deal a "particularly sweet victory for China", as the country played a considerable role in the negotiations.

However, drawing up an agreement is not enough to prevent climate change, nor will it protect people and the environment from the devastating consequences of global warming. Furthermore, the commitments set out in the agreement so far are not enough to keep its temperature targets, or to provide sufficient financing for the necessary climate adaptation measures. Nevertheless, the Paris Agreement constitutes a landmark decision that will influence the future direction of policy, and it provides the required mechanisms to ensure that its aims can be gradually achieved. Brian Deese, an adviser to Barack Obama, expects the agreement to spark massive investment in clean energy technologies, and argues that this will lead coal, oil and gas to lose their competitiveness. Furthermore, the parties to the agreement are encouraged to submitting national plans by 2020 setting out how they intend to ensure that their development over the next 30 years will produce low levels of greenhouse gases. Finally, as the agreement focuses on the national level, it offers civil society opportunities to participate and to encourage broad public debate about a climate just future.

The agreement can also be interpreted as an expression of solidarity with poor and vulnerable states because it recognises the shared responsibility of mitigating climate risks, aims to step up cooperation, improve the climate robustness of countries with weak economies and promote their participation to ensure that they also benefit economically from the transition to sustainable development. Thus, implementing the Paris Agreement will lead to a transformation that goes far beyond what might be expected from a narrow view of climate policy.

Paris also managed to overcome the separation between industrial countries, which were viewed as having climate policy obligations, and developing countries, which were not. This division no longer reflected the reality of today's world. Now that all states have assumed certain obligations it will be possible to distribute responsibility more dynamically and to strengthen climate justice.

Chapter 1
An overview of the new climate agreement

The Paris **Agreement**, which has been fought so hard for over the last few years, amounts to just 16 pages of text. However, it is universally valid, focuses on the long-term, and is binding under international law. It begins with a preamble setting out core principles, which is followed by 14 articles describing its objectives and the obligations that come with the agreement, as well as 15 articles on implementation and institutional responsibilities. The Paris Agreement is also the first to include specific climate-related commitments, and these will be binding as of 2021. However, these Nationally Determined Contributions (NDCs), as they are known, are set by the parties themselves, and the agreement will only enter into force once it has been ratified by 55 per cent of the parties that are responsible for at least 55 per cent of global greenhouse gas emissions. Hence, the ratification process will be opened in April 2016 with a signing event in New York in the presence of the UN Secretary-General.

As part of the agreement, the parties also adopted 19 pages of **decision 1/CP.21** amounting to 139 paragraphs setting out the numerous targets, deadlines and processes that will have to be met in order to ensure the agreement achieves its aims. These decisions must have been largely implemented before 2020; as such, they are likely to dominate the debates at the next climate conferences. Moreover, these conferences will demonstrate exactly how ambitiously the parties are implementing the agreement – an important aspect – as the agreement provides some scope for interpretation.

The following overview sets out the most important **elements** described in the agreement and the decisions that accompany it.

The **preamble** begins by describing how the agreement is linked to the Framework Convention on Climate Change (UNFCCC) before setting out the agreement's principles. These include ensuring action is science based; solidarity with the most vulnerable countries, an understanding of the relationship between climate change and the struggle to overcome poverty, respect for food security, commitments to wide-ranging human rights, and to climate, gender and generational justice, as well as sustainable lifestyles and consumption. As such, the preamble reflects a transformative understanding of development. Comparing the Paris Agreement's preamble with that of the UNFCCC reveals just how much has changed since 1992.

Article 2 sets out the agreement's **purpose** – implementing the UNFCCC – and divides this aim into three goals:

(a) Holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change;

(b) Increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production; and

(c) Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.

These goals are to be achieved while taking into account the principle of common but differentiated responsibilities and capacities, and different national circumstances.

In our opinion, these goals are both ambitious and balanced. The fact that the first goal explicitly mentions the 1.5-degree temperature limit alongside a statement highlighting the elevated risk associated with crossing this limit was achieved by the countries most at risk from climate change. This goal places industrial countries, in particular, and other major emitters of greenhouse gases under pressure to do more, and to act quickly in order to protect the climate. Accordingly, Germany and the EU, which supported the vulnerable countries within the high-ambition coalition, will particularly have to ensure that they reach their climate goals for 2020 and 2030, if not increase them.

Strengthening long-term climate resilience, the second goal, will help build trust in the claim that no-one is to be left alone to deal with the climate crisis. Instead, efforts to adapt to climate change, such as those that are needed in the field of food production, are to be undertaken jointly.

The third goal, bringing global finance flows in line with low greenhouse gas emissions and climate resilient development, is directed at the global economic and financial system. Although this goal is quite vague, including it as part of the agreement sends a clear signal to the financial markets to expect an imminent and profound change in global investment flows ("shifting the trillions").

Laurent Fabius, the President of COP21, and Christiana Figueres, Executive Secretary of the UNFCCC, open the COP21 climate conference in Paris. The internationally binding agreement was signed by 195 parties.

These three goals clearly demonstrate that the Paris Agreement is different from its predecessor – the Kyoto Protocol – as it no longer merely focuses on mitigation and climate protection. In fact, the Paris Agreement is an attempt to leave behind the sectorial niches of the past and to pave the way towards a socio-ecological transformation and a climate-friendly world.

Article 3 sets out the links between the agreement, which is **binding under international law**, and the **Nationally Determined Contributions**, which are set by the parties themselves as a means of reaching the agreement's aims. Article 3 allows the parties to define their own NDCs (the "bottom-up" aspect of the agreement), but it also ensures that they are bound to their commitments in accordance with the principle of providing the greatest possible contribution towards achieving the agreement's aims (the "top-down" aspect of the agreement). These aims include climate protection, adaptation to climate change, solidarity-based climate financing, technological cooperation and capacity building. Parties have to take the five-year commitment and reporting periods into account, ensure that they increase their own commitments wherever possible, do not fall behind with the commitments that they have already made, and comply with their reporting obligations including those on transparency and accountability.

Article 4 addresses the **greenhouse gas reductions** that will be needed if the 2-degree target is to be achieved. It states that the "parties aim to reach global peaking of greenhouse gas emissions as soon as possible". Moreover, this is aimed at ensuring emissions are then rapidly reduced in accordance with the latest scientific research.

The agreement specifies that this has to be done in a manner that also ensures that the level of greenhouse gases that are released in the second half of the century does not exceed the amount that can be absorbed by natural carbon sinks such as oceans, forests and the soil.

Furthermore, the parties have committed themselves to strengthening their NDCs and to do so accountably. Although industrial countries have a special responsibility to protect the climate, other parties that emit significant amounts of greenhouse gases are also to increasingly assume their responsibility and the same reporting obligations. The least developed countries and small island states, however, are to be provided with longer transition periods.

We believe that the agreement does not go far enough. Amongst others, it lacks an explicit commitment to completely decarbonise the energy sector and use 100% renewable energy sources by 2050. On the other hand, Article 4's aim for greenhouse gas neutrality does, at least, provide a good foundation with which to do so. In order to maintain a 50 per cent chance of limiting global warming to an average of 1.5 degrees Celsius, net greenhouse gas emissions will have to be reduced as soon as possible; in fact, if this target is to be reached, net emissions will have to be at zero by between 2060 and 2080 at the latest. Consequently, there is no other choice: the energy sector must have been fully decarbonised by 2050.

The principle that climate adaptation will have to be implemented on equal footing with mitigation is enshrined in **Article 7** of the agreement. Article 7 defines "enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change" as common global goals. It calls upon all parties to develop climate adaptation plans and to integrate them into relevant policies. The principle of subsidiarity, the prioritisation of vulnerable groups, participation, gender sensitivity and traditional forms of knowledge are all particularly important here. Similarly, developing countries' climate resilience is to be continually supported and further strengthened, and regular global analyses of both the adequacy and the impact of the measures under implementation are to be conducted.

ACT Alliance and Bread for the World welcome the increased importance that the Paris Agreement places on climate resilience. It commits the parties to better protecting the poorest and most vulnerable populations against climate risks while promising vulnerable countries funding from the international community.

Article 8 recognises **climate-related loss and damage** as both a huge challenge and a shared responsibility. In addition, it strengthens the institutional role of the Warsaw International Mechanism (WIM) as well as cooperation with other institutions both within and outside of the UNFCCC.

Climate financing (Article 9), **technology transfer (Article 10)** and **capacity-building (Article 11)** can be viewed as combining to form a **solidarity pact** aimed at helping developing countries implement the agreement. Accordingly, the agreement foresees permanent, needs-based, and increasingly predictable forms of verifiable, better-coordinated and collaborative support. This is linked to clear obligations for industrialised nations, and (weakly formulated) expectations on emerging economies to provide increased financing for the solidarity pact. However, the participation of emerging economies will be voluntary at first. The same level of funding is to be provided for climate mitigation and adaptation strate-

We only have one planet. This understanding has led ACT Alliance and Bread for the World to implement an ambitious climate policy aimed at helping the people who are most affected by climate change.

gies, with industrial countries committed to implementing regular and transparent accountability measures. At the conference in Copenhagen, industrial countries committed themselves to providing USD 100 billion annually to support developing countries; this pledge is not mentioned in the agreement. However, **Paragraph 53** of the decisions accompanying the agreement does, at least, define this sum as the lower limit of funding that industrial countries must provide, and vaguely states that industrialised countries "intend to continue their existing collective mobilisation goal through 2025". The transparency requirements are just as unclear, and the agreement also lacks a distinct path that would lead the USD 100 billion to be increased by 2020. Lastly, it does not include any details on the long-term goal of aligning finance markets with the low greenhouse gas emissions and climate resilient development mentioned above. It seems resistance to this issue was simply too strong at the negotiating table. This also means that no commitment could be gained on reducing fossil fuel subsidies, or on setting funding targets for renewables. Moreover, the fact that it was impossible to force oil states and emerging economies to make financial commitments was part of the reason why the financial commitments of the industrial countries remained lower than what they could and should have pledged. However, as **Paragraph 54** foresees that collective financing aims will have to be set for the period starting with 2025, the issue of the contributions that rich "developing countries" such as Singapore or Qatar will have to make in the future will be dealt with during this debate at the latest.

As the commitments of parties do not yet go far enough neither on mitigating emissions, nor on coping with climate risks, nor on climate financing to close the emissions gap, the risk gap or the funding gap, the **mechanism** for regular **global stocktaking (Article 14)** and the gradual **increase of nationally determined contributions (Article 4)** constitute **the heart of the Paris Agreement**. Collectively reviewing the implementation of the Paris Agreement and increasing the NDCs every five years should provide the small steps that are needed to achieve the aims of the agreement.

The **ambition mechanism** constitutes the essential link between the international commitments resulting from the agreement and the nationally determined contributions. Collective stocktaking and the ability to raise national targets after the agreement has been finalised provides a further lever with which to better coordinate the parties' climate action plans and cooperation. In accordance with **Paragraph 20**, stocktaking is due to take place for the first time in 2018. This is to be followed by the submission of NDCs by 2020 for the 2021–2025 period. After this, stocktaking is scheduled to take place in 2023, followed by a renewal of the NDCs in 2025 for the five following years (**Paragraphs 23–24**). In addition, all parties are encouraged to have submitted their long-term strategies for up to mid-century by 2020 (**Paragraph 35**).

How well the ambition mechanism's goals will be reached depends not only on political will and economic incentives, but also on reliable data, transparency and comparability, and on verifiable forms of accountability that enable the proper measurement of impacts. **Measurement, Reporting and Verification (MRV)** is set out in **Article 13**: it forms the fundamental basis of mutual trust and protects against free riders. As such, the agreement builds on the experiences of the UNFCCC and the Kyoto Agreement to provide the first extended, national framework alongside transparency regulations that secure this framework with international support. The intention was to develop a set of regulations to end the differentiation between industrial and developing countries and to lead to greater transparency and comparability, and therefore trust. However, developing countries can still rely on flexibility, transitional deadlines and support when building the relevant capacities. In contrast, industrial countries need to ensure that they report more transparently about any support they provide.

ACT Alliance and Bread for the World view transparency as indispensable to ensuring trust in international cooperation. However, although the Paris Agreement creates the conditions needed for trust, it leaves open the technical details and the rules governing implementation. Ensuring that these are defined ambitiously before the agreement enters into force will require a lot of effort – especially when it comes to capacity building (**Paragraphs 84–86**), flexibility (**Paragraphs 89–90**) and MRV modalities, procedures and guidelines (**Paragraphs 91–98**).

Chapter 2
In focus

2.1 Combining the global energy transition with the struggle to overcome poverty

Article 4 of the Paris Agreement commits the parties to a path towards climate protection. This path, which is binding under international law, is aimed at achieving zero net greenhouse gas emissions by the second half of the century. As such, the total amount of greenhouse gases that are emitted throughout the world cannot exceed the level that can be stored naturally in the oceans, soil and by plants, or artificially through carbon capture and storage (CCS).

Unfortunately, this means that the agreement does not reject geo-engineering solutions such as depositing and storing carbon dioxide in the ground. ACT Alliance, Bread for the World and the vast majority of civil society are highly critical of these technologies as they pose significant risks. Moreover, CCS is ultimately only being encouraged as a means of delaying the phase-out of coal. Nevertheless, this technology is unlikely to catch on due to its expense compared to renewable forms of energy, which, in contrast, are becoming cheaper. The call for "100 per cent renewable energy for all", therefore, represents a far more tangible vision than carbon capture and storage. In fact, it will be impossible to achieve the goal of the Paris Agreement – ensuring that global average temperatures do not rise more than 2 degrees Celsius, and if possible remain below 1.5-degrees (Article 2) – without recourse to renewable energy.

The Intergovernmental Panel on Climate Change's (IPCC) recommendations are clear: between 2060 and 2080, the planet will need net greenhouse gas production to be at zero if the agreement's temperature targets are to be met. The IPCC also argues that the energy sector must have left fossil fuels behind by 2050. One particularly important aspect of the Paris Agreement is that it attaches huge importance to the latest scientific research. The preamble, for example, states that NDCs should reflect the "best available scientific knowledge", and Article 14.1 emphasises that the five-year review (used to take stock of whether the measures put in place to limit global warming have been sufficient) is also to be undertaken in light of the best available science.

The implementation of these ambitious climate protection goals must begin rapidly. In the energy sector in particular, there is no time to lose, because the decisions made by politicians and investors today will have a huge impact in the future. Coal-fired power stations, for example, have a lifespan of between 40 and 50 years; building new ones would thus be incompatible with the agreement. At the same time, the phase-out of existing coal fired power plants needs to be placed on the world's policy agenda now.

The global energy transition poses a number of challenges. Germany for example is faced with finding a way to switch existing capacities from coal to renewable energy sources, but other countries face different problems such as meeting the world's growing energy demand. The International Energy Agency (IEA) estimates that global energy demand will have increased by about 37 per cent by 2040, in particular, due to increased consumption in Asia, Africa, the Middle East and Latin America.

Increased energy production is urgently needed, as energy poverty is widespread throughout these regions. In 2013, approximately 1.3 billion people throughout the world lacked access to electricity; moreover, 620 million of these people lived in sub-Saharan Africa. In addition, about 2.8 billion had no access to modern cooking facilities. In this regard, improved access to energy is an essential means of overcoming poverty, meeting basic needs and promoting economic activity.

In 2015, the international community agreed on sustainable development goals (SDGs) as part of the 2030 agenda. Renewable energies, together with improved energy efficiency, could contribute substantially towards achieving these goals. The SDGs are not only climate-friendly, they also represent the best long-term approach to promoting economic development, creating jobs, enhancing energy security, reducing health risks, increasing agricultural productivity, and conserving natural resources. Clearly then, climate protection can even help overcome poverty.

Countries of the Global South need to lay the foundations for their future energy supply based on renewable energy now. This would also enable the Global South to leapfrog the fossil fuel era. Paragraph 35, therefore, calls on all states to have developed appropriate long-term strategies by 2020. The call in the preamble for a just transition means that low carbon development strategies must be elaborated that generate win-win situations for the climate and society as a whole, but the poor in particular. To make this happen, international cooperation

Together with partner organisations such as the Pacific Conference of Churches and other representatives from the Global South, ACT Alliance and Bread for the World call for "no-one to be left behind".

has an important role to play regarding the transfer of knowledge, technology and financial resources – and civil society actors must be involved substantially.

Numerous initiatives that were launched in Paris demonstrate that a global energy transition can be successful when ambitious pioneers work together. The African Renewable Energy Initiative (AREI) is a good example. The AREI aims to generate at least 10 gigawatts of energy by 2020 and to have provided 300 gigawatts of additional capacity from renewable sources in Africa by 2030. Just how ambitious this aim is actually becomes clear when you consider the fact that Africa only generated a maximum of 90 gigawatts in 2012. Consequently, AREI is attempting to more than triple existing capacities within just fifteen years. In Paris, the G7 announced that at least USD 10 billion of public funds is to be provided to support this initiative. Germany is to deliver the largest share – about USD 3 billion.

ACT Alliance and Bread for the World support the AREI and intend to critically accompany its implementation process, together with partner organisations from Africa, to ensure it really does benefit the poor, and that rural areas, which are located far away from electricity grids, gain affordable, sustainable power via island solutions and solar home systems.

2.2 Climate-related loss and damage

Perhaps the most important political breakthrough in Paris took place in the field of climate-related loss and damage. The agreement dedicates a whole chapter to this issue, which clearly demonstrates that it is to be treated just as seriously as more established fields such as climate

protection, adaptation and financing. The years of futile efforts to find agreement on this issue faced resistance from industrial countries that feared a clause on loss and damage would lead to compensation claims against them. There are a number of reasons why the issue was finally resolved as part of the Paris Agreement:

- Awareness has grown considerably that climate-related loss and damage is worsening throughout the world, and that it disproportionately affects the poorest people.
- The small island states and the least developed countries insisted in Paris that the agreement include regulations on handling climate-related loss and damage.
- The French COP presidency realised early on that the issue of loss and damage would have to be given due consideration and pushed for its inclusion in the agreement.

ACT Alliance, Bread for the World and many partner organisations also placed the issue at the heart of political discussions and lobbying in Paris. The aim was to ensure that the concerns of the poor and of the people most affected by climate change were properly taken into account. Importantly, this section of the Paris Agreement largely reflects ACT Alliance and Bread for the World's proposals. The fact that Article 8 treats climate-related loss and damage as a separate issue instead of a sub-issue of climate adaptation (Article 7) is particularly laudable. Loss and damage is to be tackled through the following measures:

- In addition to attempts to develop a better understanding of climate-related loss and damage, measures to reduce loss and damage, and to support the people affected by it, are to be implemented through increased cooperation and solidarity.
- Although additional funding provision by the relevant financing mechanisms is not explicitly mentioned in either the UNFCCC or the Paris Agreement, increased funding is not explicitly excluded; in fact, both agreements imply that more such funding will be provided in the future.
- The WIM, the UNFCCC institution responsible for the agreement, has been secured and strengthened for the long-term.
- The WIM is to be provided with a comprehensive list of issues and develop appropriate solutions to them. The issues that are to be drawn up will particularly focus on the most vulnerable countries. They are to include the development of early-warning systems, stronger disaster prevention, emergency preparedness and other elements of risk management, as well as the further development of climate risk insurances. In addition, they are to involve the identification and support of vulnerable communities and to pay closer attention to non-economic damage (such as the loss of cultural identity and traditional ways of life) as well as irreparable losses such as the loss of land, homelands, forced displacement, resettlement and migration.

The decisions accompanying the Paris Agreement, which govern its implementation, foresee the working programme of the WIM, which was passed in Lima in 2014, to have been implemented as far as possible by the end of 2016. In addition, a new, longer-term working programme will only be drawn up after a thorough evaluation of the current programme has been undertaken. Furthermore, the WIM Executive Committee is to focus on two particularly important projects covering climate risk insurance and climate-induced displacement in early 2016. This will lead to the following:

- The establishment of a clearinghouse for risk transfer that will act as an information platform for climate risk insurance and other forms of risk transfer (such as social security). In addition, this organisation will contribute towards the development and implementation of comprehensive risk management strategies.
- A new task force is to be set up on climate-related displacement consisting of experts from different institutions and organisations. This organisation aims to develop recommendations on how to curb the causes of climate-induced displacement and on how to bring its consequences under control.

ACT Alliance and Bread for the World regret that the United States, with the support of the majority of other industrial countries, was able to force through a particular clause: **Paragraph 51** prevents Article 8 (on loss and damage) from being used to make liability and compensation claims. Be this as it may, this does not necessarily prevent compensation claims against the countries responsible for climate change being brought before the courts. This point will become particularly important if the global average temperature increases by more than 2 degrees Celsius and we see an enormous increase in climate-related loss and damage. Importantly, this clause does not

supersede national or international law. In fact, the Legal Response Initiative argues that there is nothing to prevent the UNFCCC or the Paris Agreement from leading to compensatory claims; this is particularly the case with the Paris Agreement, as it explicitly recognises that states have a fundamental responsibility for anthropogenic climate change and the risks that have arisen from it.

Not only the agreement and the COP decision 1/CP.21 provide hope that industrial countries will finally assume responsibility for the threats posed to the people affected by climate-related hazards. A specific initiative was launched in Paris – InsuResilience – which the G7 countries announced in summer 2015 in Elmau (Germany). At the time, Germany, Britain, Canada, Japan, the US and Italy pledged a total of USD 420 million aimed at providing 400 million people from particularly vulnerable states with insurance against damage caused by extreme weather patterns by 2020. In order to make this possible, regional insurance systems are to be developed and expanded in large areas of Africa, the Caribbean, Central America, the Pacific Region and in some parts of South Asia. The people concerned will primarily be provided with indirect insurance through insurance schemes to states at risk from disasters; in turn, these states will then be able to provide faster and better forms of assistance to their populations. Gradually, however, direct insurance schemes are to be provided to municipalities, communities, families and businesses. State aid programs are essential if the poor are to gain the protection they require, but cannot afford. Germany, as the host of the G7 in 2015, has pledged EUR 150 million.

ACT Alliance and Bread for the World will closely follow the implementation of the agreement's clauses on climate-related loss and damage. Our partner organisations' extensive experience in regions particularly affected by climate change will provide valuable insights that can then be incorporated into the policy implementation process. This is also the case with the implementation of the WIM working programme, and the task force on climate-induced displacement. Moreover, ACT and its members that conduct practical work in climate risk management throughout the world have the necessary experience to help ensure that the climate risk insurance initiative InsuResilience will be implemented in accordance with people's needs and that it will also reach the poorest of the poor.

Over the last few decades, the increasing effects of climate change have resulted in worsening levels of climate-related loss and damage. The United Nations Office for Disaster Reduction (UNISDR) has calculated that between 1992 and 2012 climate change was responsible for 559,000 deaths, and caused material damage of USD 1.36 trillion. According to the global reinsurer Munich Re, climate-related damage has quadrupled since 1980. Moreover, in 2014, 900 weather-related events caused economic damage amounting to USD 100 million; 60 per cent of this damage occurred in developing countries. Studies conducted by the insurance industry support the findings of climate researchers, who, in a 2012 special report by the Intergovernmental Panel on Climate Change (IPCC) on managing the risks of extreme events and disasters (SREX), concluded that the frequency and severity of extreme weather patterns will increase in the future. Between 2008 and 2013, climate-related catastrophes forced about 140 million people to (at least temporarily) leave their homes; this accounts for 85 per cent of all displacements that occurred during this period. According to a study by the Norwegian Refugee Council, in 2013 natural disasters deprived 22 million people of their homes – three times more than were displaced through conflict. This clearly illustrates that climate-related displacement is no distant future scenario; it is already a reality.

2.3 Climate-induced migration

The inclusion of climate-related loss and damage within the agreement and the strengthening of the Warsaw International Mechanism are particularly good news for states that have already experienced displacement caused by the negative consequences of climate change.

The negotiations in Paris did not provide for climate-related human mobility to be covered as comprehensively as it should have been: in 2014, more than 19 million people in over a hundred countries were forced to leave their homes due to environmental changes and catastrophes. Neither the Paris Agreement nor COP Decision 1/CP.21 properly cover the issues of climate-related displacement, migration or human mobility.

Fleeing from the elements – climate change is forcing the poorest people in many parts of the world to leave their homes.

Nevertheless, a task force is to be established focusing on approaches aimed at preventing climate-related displacement. This is very much in line with the demands made by many of the affected countries and non-governmental organisations for a displacement facility. However, the recommendations that the task force will develop whether such a "facility" really will be established in the long-term, and the services it would provide, will only become clear during future debates.

ACT Alliance and Bread for the World would welcome the establishment of a coordination mechanism to help identify the drivers behind and risks associated with climate-induced displacement, especially if it were to support emergency aid, provide technical support or, where unavoidable, human rights-based relocation. Over the last three years, the Nansen Initiative as a voluntary state consultation process with civil society involvement has focused precisely on these aspects. However, the Paris Agreement did not strengthen the Nansen Initiative. ACT and Bread for the World intend to call on the task force to adopt the Initiative's results, because they provide extensive recommendations on how to deal with climate-induced displacement, and are supported by more than one hundred countries.

2.4 Human rights

In the preamble to the Paris Agreement, the parties agree to fully respect human rights as part of any actions, laws or political decisions they implement in the interests of climate protection or adaptation. Referring to States' obligations to respect and protect human rights as anchored in international law, the preamble highlights the special significance and rights, including the right to development, of people who temporarily or permanently count among the most vulnerable and, therefore, are in most need of protection. This includes indigenous peoples, local communities, children, people with disabilities, and migrants. In addition, the preamble commits states to achieving gender equality, as well as strengthening and empowering women and guaranteeing intergenerational equality.

The fact that human rights are part of the agreement constitutes an essential step towards a human rights-based climate policy. The explicit obligation of states to protect and guarantee the right to life, appropriate shelter, food, water and health for their entire population, and the most vulnerable in particular, is strongly anchored in the agreement, and we need to take advantage of the opportunities that this provides.

ACT Alliance publicises the emergency faced by the victims of climate change.

Moreover, the agreement develops a framework that commits states to mitigate the adverse effects of climate change in order to prevent human rights violations. At the same time, it also commits states to climate protection and climate adaptation measures that reflect the rule of law are non-discriminatory and provide opportunities for participation.

The reference to human rights also provides a strong link to the diverse mechanisms available for human rights protection through international law. During the agreement's implementation, ACT Alliance and Bread for the World intend to campaign to ensure that these mechanisms are properly applied. This also includes the Universal Periodic Review, an established process that obliges states to report regularly to the UN Human Rights Council about the implementation of human rights in their own country; their report then undergoes a commented review.

2.5 Agriculture: secure food security, reduce emissions, create carbon dioxide sinks

More than any other issue, agriculture faces huge and potentially conflicting challenges as a result of climate change. On the other hand, the areas where hunger is at its worse, such as sub-Saharan Africa, South Asia or Central America, are disproportionately affected by extreme weather patterns, and global warming is increasingly threatening water supplies and food security in these regions. On the other, increasing pressure is being placed on the management of forests, soil and agricultural land, not only to ensure that these resources emit lower levels of greenhouse gases, but also so as to guarantee that they act as carbon sinks and thus absorb and remove a considerable amount of carbon dioxide from the atmosphere. The pressure to produce more food, more biomass as a substitute for fossil fuels, while at the same time storing even higher levels of carbon than before, increases the demands placed on land and the potential for conflicts over land use. This tension cannot be solved by the dominant model of industrial agriculture. Instead, climate change means that the global agricultural transition must result in ecologically sustainable, climate-friendly farming.

Although the agreement provides some starting points to achieve this, it lacks a strong lever with which to accelerate the transformation of the agricultural sector, as well as clauses that could effectively defuse potential disputes over land use.

ACT and Bread for the World welcome the preamble's strong commitment to the unrestricted prominence of food security and overcoming hunger, especially due to its recognition that climate change poses strong challenges to solving these problems. This understanding is even clearer in the way in which the long-term targets have been set: Article 2.1(b) emphasises that the transformation to a climate resilient, low-carbon development must not threaten food production.

Unfortunately, this extremely important issue is taken up neither in the operative part of the agreement nor in the decisions aimed at implementing it. Moreover, the commitment to food production in Article 2.1(b) says nothing about the adequate distribution and use of food nor about the security of food supply. These important issues are better taken into account by the concept of food security, which was codified into international law in 1996. Article 2.1(b) could, therefore, be misinterpreted as safeguarding climate-damaging industrial agriculture, and, in the worst case, as directed against the legitimate right to protect marginalised subsistence farmers, who are often displaced by the expansion of plantation forests or for the large-scale cultivation of crops for energy production.

The fact that the agreement does not close the door on the path towards a 1.5-degree maximum average temperature rise not only represents a great success for climate policy; it is also an important step towards protecting farming in many of the most fragile areas of the world. However, if the global energy transition does not take place fast enough (and this is certainly a possibility), virtually all of the scenarios analysed by the IPCC conclude that climate change will only be effectively limited if the excess carbon dioxide that is currently in the atmosphere has been withdrawn by the second half of this century – at the latest. Be this as it may, "negative emissions" can only be achieved on a large scale through widespread afforestation and through the substantial use of bioenergy – although in this case, the carbon dioxide released through the combustion of biomass would either have to be stored (through CCS) or used by industry (Carbon Capture & Usage, CCU).

Each evening during the conference, the Climate Action Network handed out the "Fossil of the Day" award for the day's worst climate policy performer.

If the required levels of negative emissions are to be limited as far as possible, and if the risks that they pose – people being forced off their land, increased human rights violations and threats to food security – are to be avoided, we will need to ensure that the ambition mechanism of the Paris agreement develops its full potential as soon as possible. Moreover, emissions from fossil fuel combustion, especially in industrial and emerging economies, will have to be radically reduced. Realistically, however, it will be impossible to avoid negative emissions if the targets set out in the agreement are to be met. Nevertheless, this doesn't mean that high-risk technologies such as CCS will be needed: an ecological transition in agriculture would also enable the land and the forests to regenerate and once again effectively help protect the climate in the long term.

2.6 What about international aviation and shipping?

In many ways, the agreement constitutes a climate policy milestone and meets many of ACT Alliance's and Bread for the World's expectations. However, this is not the case with regard to emissions from international aviation and shipping, which remain largely unregulated. The United States, China and India in particular were opposed to including these transport sectors in the agreement, despite the fact that they have demonstrated strong growth in emissions levels. Unfortunately, the EU, with the support of some of the least developed countries in the world, was unable to build up enough pressure to force through an agreement on this issue.

Currently, emissions from global aviation and shipping separately account for about two to three per cent of

global greenhouse gas emissions. Without significantly higher levels of ambition – it is currently far too low – their share of total emissions is set to rise to 17 per cent (shipping) and 22 per cent (aviation) by 2050 respectively.

These increases are incompatible with the agreement's aim to achieve greenhouse gas neutrality by the second half of this century. This will particularly apply if the global average temperature rise is to be limited to an increase of 1.5 degrees Celsius. In this respect, the agreement exerts considerable pressure on stakeholders to dramatically reduce emissions from aviation and shipping – even if this is not directly stated within the agreement. Thus, the two UN specialised agencies, the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO), which have been provided with a mandate, have a major role to play in achieving the agreement's long-term goal.

With our networks, we will place the ICAO and the IMO under even more pressure than before to accept their responsibilities, and we will call for fast improvements aimed at reducing greenhouse gases. Moreover, the aviation and shipping sectors have great potential to provide a just contribution towards climate financing through a levy. Levies on air tickets and fuels, as well as the gains made by reducing subsidies could, among other sources, be used to finance climate resilience and protection against climate risks.

The **"Ecumenical pilgrimage for climate justice"** from Flensburg to Paris provided an opportunity to link spirituality with campaigning against climate change. The pilgrims mainly travelled on foot or by bicycle.

Nineteen member organisations and committed individuals as well as patrons such as the Chair of the Council of the Evangelical Church in Germany (EKD), Heinrich Bedford-Strohm, and Karin Kortmann, vice-president of the Central Committee of German Catholics, took part in some of the pilgrimage's stages. In total, the pilgrims covered a distance of nearly 1,500 kilometres and reached 10,000 people – either as pilgrims on the road or as participants in accompanying events. Climate pilgrims, the global ACT Alliance campaign "Act Now for Climate Justice" and other campaigns run by the global Catholic climate movement ended their journey together at COP21 in Paris. In St Denis Cathedral, 1.8 million signatures were handed over to Christiana Figueres, Executive Secretary of the UNFCCC and representative of the Parties to the United Nations Framework Convention on Climate Change. On the invitation of the French president, François Hollande, the signatures were handed over once more at the Elysee Palace. More than 1.8 million people from all seven continents used the petition to call on governments to achieve a fair and ambitious agreement that effectively protected people and creation from the effects of climate change and left no-one – not even the poorest people – behind.

A declaration signed by more than 150 members of the clergy as well as spiritual leaders was handed over by Cornelia Füllkrug-Weitzel, president of Bread for the World, and Karin Kortman to Christiana Figueres in October. This testifies to the fact that religious communities can provide spiritual orientation and hope in the transition to a climate resilient, carbon-free future, coupled with clear political demands.

Bread for the Worldand the ACT Alliance participated in the Paris negotiations as observers. The ACT Alliance organised a joint political presentation with the Lutheran World Federation and the World Council of Churches, and Bread for the World enabled numerous partners from countries affected by climate change to attend the conference as part of a joint delegation. Bread for the World and its partners, together with the ACT Alliance, called for the agreement to be drawn up in the manner set out above. This was undertaken through events with several high-ranking speakers, numerous discussions with the negotiating delegations from many countries, specific written proposals, some of which (specifically the proposals on climate-related loss and damage) found their way into the Paris Agreement almost without change, as well as through newspaper and television interviews.

Chapter 3

The implementation of the Paris Agreement – What needs to be done now

The agreement has paved the way to curbing and coping with climate change. The fact that the international community has set out ambitious long-term objectives and that the heads of government of the most powerful states are treating the Paris Agreement as a personal success sends a strong signal to the world in support of a long-term transformation.

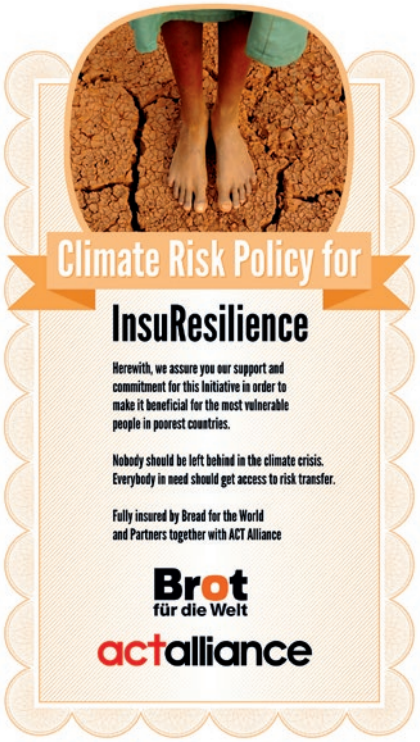
Just how successful this transformation will be – whether the objectives of the agreement really will be achieved and whether the agreed mechanisms will be effective – strongly depends on the future level of ambition expressed at three interconnected levels:

- in the further technical development of the agreement
- in the implementation of the agreement at the national level
- in the further strengthening of international cooperation.

An ambitious technical development of the agreement

The Paris Agreement gained consensus among all parties. The fact that this was possible is due to high-level diplomacy; however, the agreement leaves quite a lot of room for interpretation. Therefore, if the agreement is to take on a more ambitious form, it is essential that forerunners seek to strongly influence the agreement's interpretation and technical implementation. This will be particularly important in 2016, because discussions are due to take place at the UNFCCC Climate Change Conference in May in Bonn, and at the Conference of the Parties (COP22) in Marrakesh in November on:

- the Warsaw International Mechanism's approach to climate-related loss and damage (WIM Executive Committee)
- the level of climate protection and financing that will have to be implemented before 2020
- the preparation of implementation rules, including regulations on transparency, technology transfer and capacity development through still-to-define expert committees and under the auspices of the new Ad Hoc Working Group on the Paris Agreement (APA).



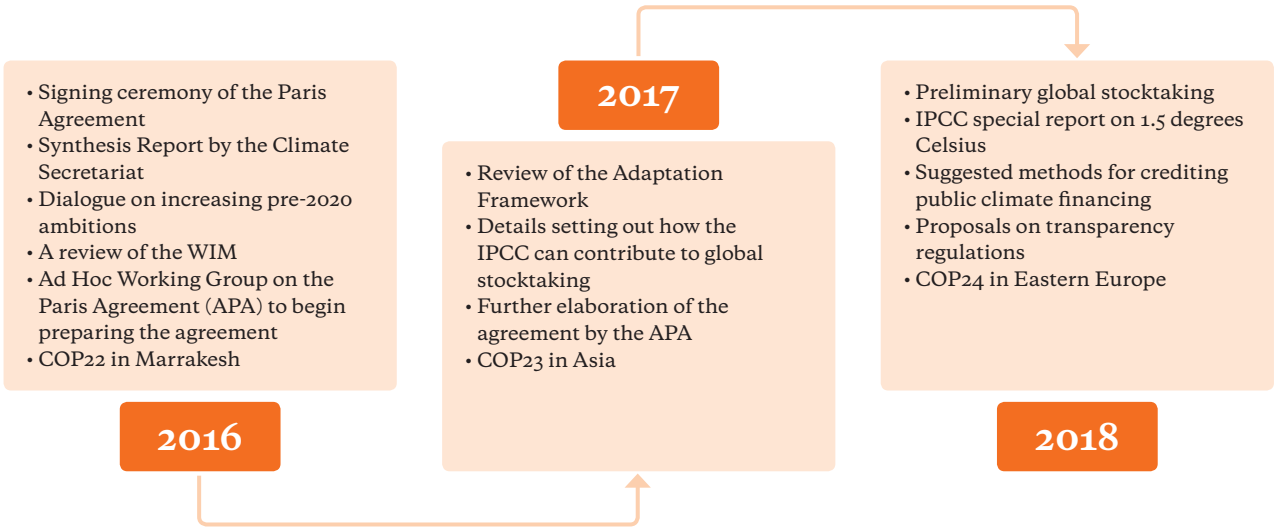
ACT Alliance and Bread for the World are committed to the successful implementation of the G7 initiative InsuResilience.

Ambitious implementation at the national level

The agreement commits all parties to review their NDCs and action plans for the 2021-2025 period. This has to be done before 2020 and includes adapting them to fit yet-to-be-agreed technical norms; wherever possible, NDCs will also have to be increased at this time. This process involves developing plans on how to achieve the NDCs. Accordingly, this will provide many countries with their first opportunity to conduct an ambitious national dialogue that places the issues of climate resilience and low greenhouse gas development at the heart of public debate, while helping to secure the population's support for transformation.

In 2016, the following issues will be particularly important for ACT Alliance and Bread for the World:

- helping initiate a process of dialogue world wide on leaving fossil fuels, especially coal, behind



The upcoming stages involved in the implementation process

- ensuring measures are put in place to cut greenhouse gas emissions to keep the global climate target (which is currently under threat), by accelerating the global energy transition towards 100% renewable energy for all by supporting pioneer initiatives especially in Least Developed Countries
- ensuring that mitigation ambition is raised significantly by all UNFCCC parties and that finance to support adaptation and loss and damage is significantly scaled up before and after 2020.

Strengthening international cooperation

The objectives of the Paris Agreement can only be reached together. At the same time, strengthened cooperation offers numerous opportunities for development and increased security. In order to ensure that international cooperation at all levels – political, civil society and economic – becomes the driving force behind global transformation towards more sustainability, **pioneering alliances** consisting of various actors are needed. The innovativeness and successes that these alliances bring about will lead others to copy them, encourage a more ambitious agreement and accelerate transformation. **In 2016**, ACT Alliance and Bread for the World will particularly focus on ensuring that two of the international initiatives announced in Paris are implemented:

- **InsuResilience**: a G7 initiative aimed at protecting 400 million people in poor countries from climate risks by 2020
- **The Africa Renewable Energy Initiative (AREI)**: an initiative run by the African Union together with other partners, including the G7 and the EU, aimed at providing Africa with ten gigawatts of extra capacity in electricity from renewables by 2020 and 300 gigawatts by 2030

In addition to pioneering alliances, established **international institutions** have a special role to play in the promotion of international transformative processes. In **2016**:

- the **G7** needs to announce that it will be implementing its decision on decarbonisation (taken in 2015) to undertake long-term decarbonisation strategies at the national level, which would promote the international process of greenhouse gas reduction strategies
- the **G20** needs to speed up the reduction of subsidies for fossil fuel energy sources, and carbon pricing
- **international financial institutions (IFIs)**, with their assets of up to USD 3 trillion, and major national development banks need to begin a strategy aimed at achieving the goals set out in the agreement, and orientate themselves towards low carbon investments and climate resilience.

Brot für die Welt –
Evangelischer
Entwicklungsdienst

Caroline-Michaelis-Straße 1
10115 Berlin

Tel +49 30 65211 0
Fax +49 30 65211 3333
info@brot-fuer-die-welt.de
www.brot-fuer-die-welt.de