



Federal Ministry for the  
Environment, Nature Conservation,  
Building and Nuclear Safety

# Broad dialogue on the German government's Climate Action Plan 2050

Participation by Länder, municipalities, associations and the public



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# Contents

<b>Background: national and international climate policy</b>	<b>4</b>
<b>The Climate Action Plan 2050 dialogue process as an instrument of policy-making</b>	<b>5</b>
<b>The framework for the Climate Action Plan 2050 dialogue process</b>	<b>6</b>
<b>Climate Action Plan 2050 dialogue process – an overview</b>	<b>7</b>
<b>Climate Action Plan 2050 dialogue process – key elements, results &amp; challenges</b>	<b>8</b>
Launch conference for Länder, municipalities and associations	10
First phase of dialogue with Länder, municipalities and associations	11
First Länder forum	11
First associations' forum	12
First municipalities' forum	13
Election of delegates for the delegates' committee	14
Consolidation of the proposals for measures from the first round of dialogues	15
First meeting of the delegates' committee	16
Public participation process: public dialogues and first online dialogue	17
Five working groups on areas of action for Länder, municipalities and associations	19
Side event at the United Nations Climate Change Conference in Paris	20
Merging of the proposals from the two processes	21
Meeting of public delegates	22
Second meeting of the delegates' committee	22
Second phase of dialogue with Länder, municipalities and associations	23
Second Länder forum	24
Second municipalities' forum	24
Second associations' forum	25
Public participation process: second public online dialogue	27
Third meeting of the delegates' committee and handover to the minister	28
The outcome: catalogue of measures 3.1	30
<b>Conclusion</b>	<b>32</b>
<b>List of abbreviations</b>	<b>35</b>

## Background: national and international climate policy

In their coalition agreement for the 18th legislative period, the Christian Democratic Union of Germany (CDU), the Christian Social Union in Bavaria (CSU) and Social Democratic Party of Germany (SPD) agreed that the German government would adopt a national plan of action on climate change, the Climate Action Plan 2050, in light of the outcome of the Paris Climate Change Conference at the end of 2015. The Climate Action Plan was meant to both update the interim reduction targets and the greenhouse gas reduction target for 2050, and underpin these with measures in a comprehensive dialogue process. The Climate Action Programme 2020, which the German Cabinet adopted on 3 December 2014, included key elements that were used as a basis for drafting the Climate Action Plan. The Paris Agreement is pleasingly ambitious: the rise in average global temperatures is supposed to be kept well below 2 degrees Celsius, with a targeted limit of 1.5 degrees Celsius if at all possible. The political and social expectations of the German Climate Action Plan have therefore also risen accordingly in the course of the plan being drawn up. The Climate Action Plan 2050 is the first step towards implementing the Paris Agreement, which was ratified by Germany and the European Union (EU) on 5 October 2016. As the plan is a long-term strategy it will be reviewed, revised and updated at least every

five years, with the level of ambition being raised as appropriate, in line with the Paris Agreement. In taking this step, Germany finds itself in good company. By October 2016, 74 countries, which together are responsible for nearly 59 percent of global greenhouse gas emissions, had ratified the Paris Agreement. In the lead-up to Paris, at their summit in Elmau the Group of Seven (G7) announced an energy transformation by 2050, and firmly committed themselves to decarbonising the global economy over the course of the century. Similarly, the European Union has set itself the goal of reducing emissions by 80 to 95 percent by 2050 compared to 1990 levels, to be accomplished by joint measures implemented by the member states. Prior to Paris, the EU heads of state and government had adopted new goals for the reduction of greenhouse gas emissions by 2030. On the European level it was agreed that greenhouse gas emissions should be reduced by at least 40 percent against the 1990 baseline. A reformed, properly functioning EU emissions trading system has been acknowledged as being one of the vital instruments for achieving this goal.



— Delegates cheer at the adoption of the new Climate Agreement during the final plenary meeting of the UN Climate Conference in Paris in 2015.

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## The Climate Action Plan 2050 dialogue process as an instrument of policy-making

The political will of citizens does not precede the process of the formation of political will and decision-making; instead it develops in the course of a continuous process of exchange to which participatory and dialogue processes make crucial contributions. These processes are therefore key instruments in modern governance, which also makes use of complex participatory and negotiation processes when faced with complex issues. As a result, the number of processes focussing on integrating important target groups and stakeholders has increased substantially in recent years. Such processes are essential tools for dealing with the great challenges and problems of our time – whether these occur in the world of business, society or politics. Anyone seeking to achieve long-term progress in society, politics or business has to carry others along with them and choose innovative communication pathways. In the present time it is no longer possible to effect changes without involving relevant target groups and taking their interests and views into account. Experience over recent years shows that the involvement of important stakeholders is imperative for the successful implementation of policies in the long term. It is considered essential for those affected by and participating in change processes to be an integral part of those processes. Without the involvement of the relevant target groups it is impossible to achieve change and seldom possible to implement reforms. The Climate Action Plan dialogue can therefore be described as a process of jointly seeking practicable climate change mitigation options. The assumption is that climate change mitigation measures that were developed and revised by actors in a participatory process must be embedded into the subsequent implementation phase more purposefully and systematically. A well-structured participatory process is thus an effective tool for transparent policy-making. The wide-ranging dialogue approach employed in drafting the Climate Action Plan has to be seen against this background. In its Climate Action Programme 2020, the German government not only expressly stated the desired breadth of the dialogue process, but has also determined which target groups to involve in the process. These target groups explicitly include members of the public in addition to traditional stakeholder groups, making the participatory process for the Climate Action Plan 2050 one of the first participatory processes at federal level to be organised on such a broad basis, as per cabinet decision. While it is true

that comparisons could be drawn with participation in climate action plans and programmes at Länder level, as well as the German government's Mobility and Fuels Strategy, which was similarly developed using a broad participatory process, the BMUB nevertheless entered uncharted territory with the dialogue process used for the Climate Action Plan 2050 because it stipulated that the target groups should be involved in a government programme on an equal footing. From the outset, the aim of the participatory process was to develop strategic measures that are to be incorporated as recommendations into the German government's Climate Action Plan 2050. It was made clear that the measures were to be put forward as proposals, and that they constitute only one element in the development of the Climate Action Plan by the government. The crucial question pertinent to every dialogue procedure is, what factors determine the success or failure of the participatory process? In addition to having a clear remit from the very beginning, a transparent approach and professional, neutral moderation of the process, one crucially important factor is how the results will be used. In order to sustain motivation for future participatory processes, it is vital to turn words into action. This shows the participants that their efforts and involvement were not in vain and that their views are taken seriously. For this reason, the German government gave assurances from the start that it would state its position on the results of the participatory process as appropriate after the Climate Action Plan was finalised. Ideally, this will clarify how the proposals for measures drawn from the participatory process were taken into consideration and explain why certain proposals were incorporated while it was not possible to include others.

# The framework for the Climate Action Plan 2050 dialogue process



— Federal Environment Minister Dr Barbara Hendricks during the launch conference for the dialogue process with the Länder, municipalities and associations

The CDU, CSU and SPD coalition agreement stipulated that the Climate Action Plan should be underpinned by measures drawn up through a broad dialogue. This degree of participation, significantly greater in scope than traditional consultation procedures, was something new – not only for the participants, but also for the German Bundestag and the German government. The Climate Action Programme 2020 spelled out that the process should involve the federal states (Länder), municipalities, the private sector, interest groups (churches, associations and trade unions) and civil society as well as the general public. That said, it was clear from the outset that this was solely a matter of a dialogue on climate change mitigation measures, with no plans for participation on goals and strategies. The German government established the following framework:

- Participation timeframe: from June 2015 to March 2016, so that the Climate Action Plan 2050 can be developed in light of the Paris outcomes, but still within the current legislative period

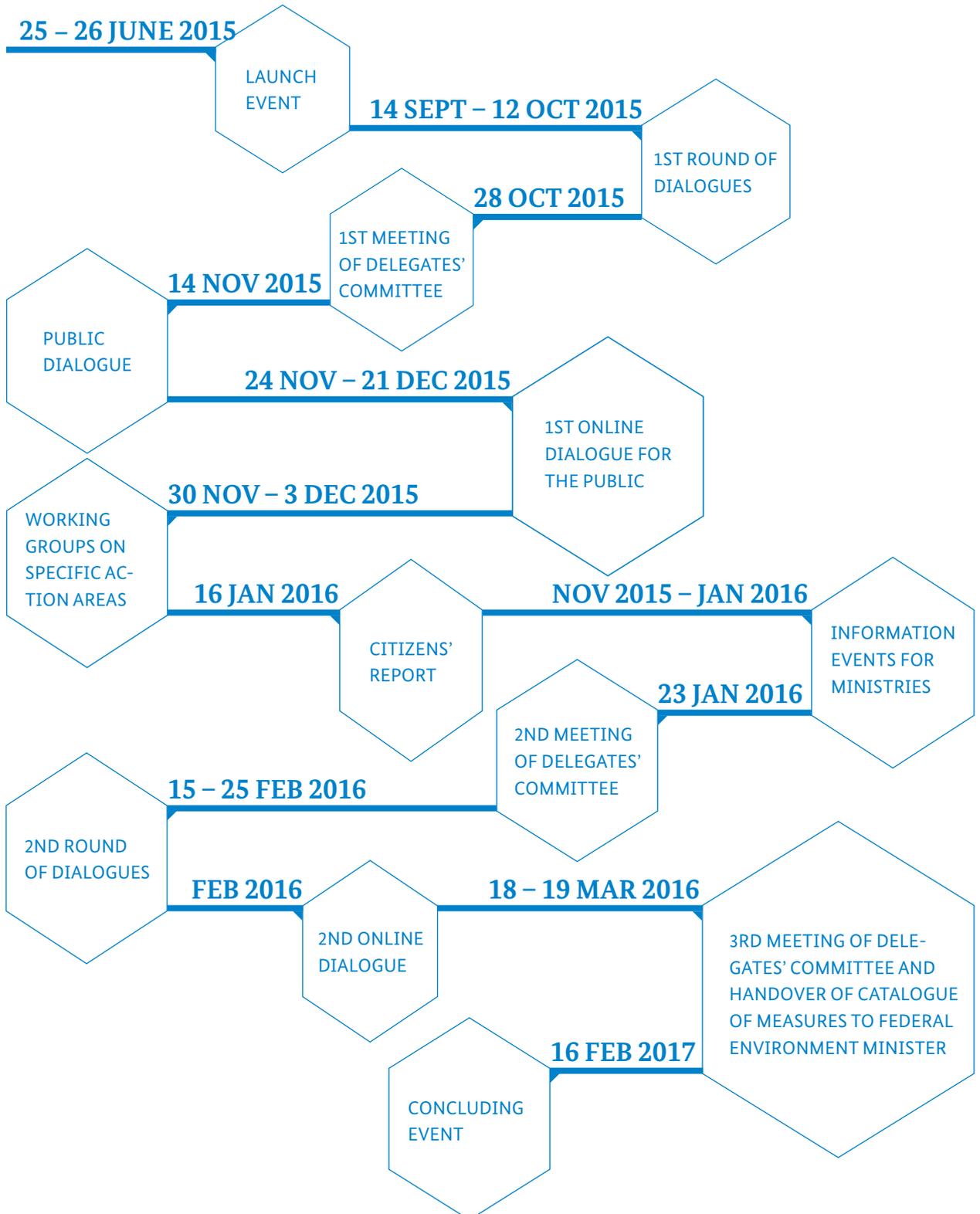
- Subject matter of participation: proposals for strategic climate measures that will show their effect between 2020 and 2030
- Participating target groups: Länder, municipalities, the private sector, interest groups (churches, associations and trade unions) and civil society as well as the general public

To put the coalition agreement into practice, the BMUB invited tenders for two very precisely formulated participatory projects. The participatory process that was to involve stakeholders, i.e. representatives of the Länder, municipalities, industry associations and civil society associations, was implemented by the strategy and communications consultancy IFOK GmbH. IFOK was assisted in this by two research centres, the Wuppertal Institute for Climate, Environment and Energy and the Institute for Energy and Environmental Research Heidelberg (IFEU), with additional support from the media agency compucino GmbH. The key parameters set by the BMUB were:

- target-group-specific formats
- arrangement of meetings of a committee of delegates
- ministry information events
- sector-specific working groups
- a launch event and a closing event to frame the process
- a relevant website

The participatory process involving the general public was implemented by IKU GmbH, supported by ontopica GmbH, which specialises in online participation. They organised one-day public dialogue events in five cities and two online dialogue events. The results of the public participation process were summarised in the public report published in January 2016. The participation process was observed by all ministries, with the BMUB having the lead responsibility. IFOK was tasked with managing the process as a whole.

# Climate Action Plan 2050 dialogue process – an overview



# Climate Action Plan 2050 dialogue process – key elements, results & challenges

As the ministry with lead responsibility, the BMUB set up two target-group-oriented participation processes to implement the Climate Action Plan 2050 dialogue: one for **representatives of the Länder, municipalities and associations** and one for **the general public**. The exchange of ideas across the various target groups was the principal purpose of a delegates' committee, which assembled for two one-day meetings and one two-day meeting during the active dialogue phase. Delegates had the task of assimilating the interests of their respective target groups and the discussions taking place within them, then presenting these to the delegates' committee and thus opening them up to debate between the target groups. This meant that the delegates not only had to represent their own institution, but also had to communicate the debate in each target-group-specific format. This was a difficult challenge for the delegates, especially when opinions within their target group differed widely. The starting point for the dialogue process itself was the discussion paper published by the BMUB on 10 June 2015. This paper outlined the initial situation and specified the possible elements contained in the Climate Action Plan, while at the

same time introducing the concept of using participation to develop the Climate Action Plan 2050. Finally, a package of proposed measures was prepared surrounding five areas of action that are crucially important to climate change:

1. Energy sector
2. Industry, trade, commerce and services
3. Transport
4. Buildings
5. Agriculture and land use

In cases where proposals for measures mainly addressed interfaces and interdependencies between different areas of action, the proposals were included as overlapping measures. During the dialogue process the proposals for measures were continually refined up to a point where all target groups were able to deliver their final recommendations on whether or not, from their point of view, the consolidated proposals should be included in the German government's Climate Action Plan 2050..

## PARTICIPATION PROCESS FOR LÄNDER, MUNICIPALITIES AND ASSOCIATIONS

Representatives of the Länder, municipalities and associations met separately in two forums of their own and jointly in five working groups on the individual areas of action, during which they had the opportunity to play an active part in developing proposed measures for the Climate Action Plan 2050. The participation process for Länder, municipalities and associations was implemented by the dialogue experts and process designers IFOK GmbH, with scientific backing provided by the Wuppertal Institute for Climate, Environment and Energy, supported by the Institute for Energy and Environmental Research Heidelberg (IFEU).

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**PARTICIPATION PRO-  
CESS FOR THE GENERAL  
PUBLIC**

The public were able to engage in a participation process of their own, comprising citizens' conferences in five cities and an online dialogue where people could comment and voice their opinion on the proposals for measures. The participation process for the general public was implemented by IKU GmbH.

So that the other federal ministries, in addition to the BMUB, were involved from the outset, seven events were held in the course of the process to keep the ministries informed about the progress of the dialogue and to collect initial feedback on proposals from the participation process. One of the main challenges in running the broad dialogue on the Climate Action Plan 2050 was the time-frame: participation by the Länder, municipalities and associations began with the launch conference on 25 and 26 June 2015, with participation by the general public beginning on 14 November 2015 with the public dialogue. Barely 9 months after the first event in June 2015, the final catalogue of measures comprising the outcome of the dialogue process was handed over to Federal Environment Minister Dr Barbara Hendricks on 19 March 2016. This tight schedule was criticised during the dialogue process because – so people said – it did not allow sufficient opportunity for intensive debate and for the proposals to be developed. The duration of the dialogue process was determined by a political agenda, since the aim was to draft the Climate Action Plan in light of the United Nations Climate Change Conference in Paris in 2015, but still to have the German cabinet adopt it before the German parliamentary elections in 2017. This framework made it necessary for the design and execution of the dialogue process to be results-oriented and highly focussed, which was achieved thanks to the willingness and intense efforts of everyone involved. Another challenge was the need to consolidate the large number of proposals for measures – around 400 – collected during the first participation round. With that

in mind, additional working group meetings covering all the target groups were held at short notice, focussing on the areas of action. Many actors would have liked the working groups, too, to have had more time to hold in-depth discussions.

25 – 26 JUNE  
2015

CAFÉ MOSKAU,  
BERLIN

## Launch conference for Länder, municipalities and associations



— Dr Barbara Hendricks, Federal Minister for the Environment, Nature Conservation, Building and Nuclear Safety, opens the launch conference.

On 25 and 26 June 2015, around 200 interested guests representing the Länder, municipalities and associations came together for the launch conference for the Climate Action Plan 2050 dialogue process in Berlin. Also present were representatives from the Federal ministries, the German Bundestag and some businesses. They had been approached on the basis of existing BMUB mailing lists drawn up for other processes, such as the drafting of the Climate Action Programme 2020. The principal topics on the first day of the conference were the process of preparing the Climate Action Plan 2050 and its political background. Federal Environment Minister Dr Barbara Hendricks appealed to all participants to help shape the process. This was followed by a keynote speech by Professor Hans Joachim Schellnhuber from the Potsdam Institute for Climate Impact Research (PIK), who emphasised the importance of climate action to ensure a good quality of life in the future. He said that a new paradigm was needed in development policy in order to protect the weaker members of the global population. Afterwards, four members of the panel took questions from the conference host, Henning Banthien (IFOK GmbH), and from the audience during an interactive debating session: State Secretary Jochen Flasbarth from the BMUB, Roger Kohlmann from the German Association of Energy and Water Industries (BDEW), Antje von Broock from the Bund für Umwelt und Naturschutz Deutschland e.V. (BUND; Friends of the Earth Germany) and Dr Babette Nieder, representative of the mayor of the town of Herten with responsibility for energy, and innovation. Pivotal points of discussion were the significance of the dialogue, the relevance of the outcomes of the dialogue for the Climate

Action Plan and how to manage global decarbonisation. In the course of the whole programme more than 130 participants took the opportunity to actively engage in the discussions using the online participation tool IFOK.ideactive. On the second day of the conference five workshops were held, covering the various areas of action, namely the energy sector, industry, trade, commerce and services, buildings, transport and agriculture and land use. Robust strategies and possible pathways towards achieving climate change mitigation targets were presented and discussed, and different opinions were heard. The strategies and pathways had been developed by the Wuppertal Institute for Climate, Environment and Energy and the Institute for Energy and Environmental Research Heidelberg on the basis of common scenarios. Strategies were identified as robust if they were mentioned in numerous scenarios aimed at achieving climate change targets. Within the scope of the robust strategies, possible (transformative) pathways were presented as routes towards implementation of the strategies. The key questions for the workshops were: What are the arguments for and against the transformative pathways for achieving the climate change targets? What obstacles are there, and what levers can be used? The outcome of the launch conference was therefore a documented assessment by the participants of the strategies and transformative pathways intended to support the development of measures.

### ROBUST STRATEGIES

for the achievement of climate change targets

### TRANSFORMATIVE PATHWAYS

in the form of technological and structural modifications for implementing individual strategies

### STRATEGIC MEASURES

to overcome obstacles and facilitate the pathways within the individual areas of action

14 SEPT – 12  
OCT 2015

## First phase of dialogue with Länder, municipalities and associations

Representatives of the Länder, municipalities and associations met in their respective forums for the first time, each forum geared to its own specific target group. They developed initial ideas and proposals for measures with

the objective of achieving the 2050 climate change targets on the basis of the robust strategies and transformative pathways discussed during the launch conference.

A MEASURE WITHIN THE  
CLIMATE ACTION PLAN  
2050 PARTICIPATION  
PROCESS

- declares who does what, and with whom
- is strategic by nature
- enables a transformative pathway to be implemented by 2030 (removes obstacles, offers incentives), and makes a crucial contribution to implementing the transformative pathway
- is primarily directed at the German government in its capacity as an actor also addresses initiatives at EU and international level (such as the EU emissions trading system (EU ETS))

14 SEPT  
2015

VKU-FORUM,  
BERLIN

### First Länder forum

On 14 September 2015, 20 representatives from 15 of Germany's federal states met at the VKU Forum (forum for association of municipal companies) in Berlin to attend the first Länder forum. After the welcoming address by Jochen Flasbarth, State Secretary at the BMUB, the first topic was to determine which strategies and pathways were prioritised by the participants. Initial proposals for strategic measures in the prioritised pathways were then jointly compiled and discussed for all areas of action. The central question during these discussions was which strategic measures taken by the Länder would need support

from the German government. The representatives of the Länder repeatedly emphasised that the documented feedback from the dialogue process did not constitute a consensus of opinions from the Länder, and they expressed their desire for the Länder to participate formally in drafting the Climate Action Plan 2050. The BMUB assured that, in these circumstances, details of which participant had submitted which proposal would not be published.



— Jochen Flasbarth, State Secretary at the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety, opening the first Länder forum.



20 PARTICIPANTS FROM  
15 LÄNDER

**21 SEPT  
2015**

**TAGUNGSWERK JE-  
RUSALEMKIRCHE,  
BERLIN**

## First associations' forum

On 21 September 2015, almost 120 representatives of associations from civil society and industry attended the first associations' forum at the Tagungswerk Jerusalemkirche event venue in Berlin. The forum was originally intended for just 100 participants, but in fact 152 people registered, and only a few were turned down. For example, only one representative from each institution was admitted to each workshop related to their area of action. In addition, businesses were asked to contact their industry associations so that they would represent their interests. After the welcoming address by Deputy Director-General Berthold Goeke, head of the Directorate Climate Policy at the BMUB, five workshops were held in parallel covering each of the areas of action: the energy sector, industry, trade, commerce and services, buildings, transport and agriculture and land use. At these workshops the representatives discussed the strategies and pathways and

ranked them according to priority, before gathering initial proposals for strategic measures relating to the previously prioritised pathways. In her keynote speech, Parliamentary State Secretary at the BMUB Rita Schwarzelühr-Sutter stressed that climate action should not be viewed solely from an economic perspective, but also in connection with migration and food security, for example. The forum concluded with a joint session, where the participants addressed the interdependencies and interfaces between the areas of action.



— Christoph Zeiss (Wuppertal Institute for Climate, Environment and Energy) and Dr Hannah Büttner (IFOK GmbH) moderate the workshop on industry, trade, commerce and services.



— Participants in the first associations' forum during a presentation in the plenary.



**118 PARTICIPANTS FROM  
101 ASSOCIATIONS**

12 OCT  
2015

VKU-FORUM,  
BERLIN

### First municipalities' forum

Municipalities from all over Germany were invited to apply online to take part in the first municipalities' forum. From the nearly 120 applications received, 90 municipalities were ultimately chosen according to predefined criteria: number of inhabitants, previous involvement in climate action (whether climate action tends more to be in the conceptual preparation phase or in the implementation phase), areas in which climate action is taken (energy supply, buildings, transport, private households and consumption) and location (rural areas or conurbations). The deciding factor in selection was the aim of achieving a balanced group of participants. Almost 70 people (including the team) attended the first municipalities' forum on 12 October 2015 at the VKU Forum in Berlin. This was especially heartening as many representatives were faced with long, costly journeys in travelling to Berlin from their municipalities, and until now climate policy has seldom been very high on the municipal agenda. The event

was opened by Franzjosef Schafhausen, Director-General (retired) of Directorate-General KI Climate Policy, European and International Policy at the BMUB. Then, as at the other events, parallel workshops were held to prioritise transformative pathways and to collect initial proposals for measures and ideas. One area of action, agriculture and land use, was not discussed in a separate workshop, but in a general debate with all participants. Once again, as was the case at the forum for the associations, the participants addressed the interdependencies and interfaces between the areas of action.



Attendees at the forum for the municipalities find out about the transformative pathways in the energy sector explained on various boards around the room.



The workshop moderator, Martina Richwien (IFOK GmbH), in discussion with participants at the buildings workshop



48 REPRESENTATIVES  
OF MUNICIPALITIES

A FURTHER 6  
PEOPLE FROM  
CONSULTANCIES  
ETC.

SEPT – OCT  
2015

## Election of delegates for the delegates' committee

Delegates from the various forums were elected for the delegates' committee during the first phase of the dialogue. The purpose of the delegates' committee was to enable the participants to help steer the overall process. It did not claim to be formally representative of them. The plan was for the committee to consist of 24 members from the four participating target groups: twelve members of the public and twelve actors from institutionally organised sectors (three Länder, three municipalities and six associations – three each from industry and civil society). **Martin Krings** from the **North Rhine-Westphalian Ministry for Climate Protection, Environment, Agriculture, Conservation and Consumer Protection** and **Dr Katrin Zimmermann** from the **Rhineland-Palatinate Ministry for Economic Affairs, Climate Protection, Energy and Regional Planning** stood as candidates for the Länder and were unanimously elected, without abstentions. Because the Länder took up only two of the three seats they were entitled to and because around three quarters of the participants in the associations' forum were from industry associations, the BMUB initially decided that the remaining seat was to be occupied by another industry association delegate. Altogether, 13 industry associations and five civil society associations

put forward candidates. The industry associations submitted 73 ballot papers with a total of 212 valid votes, and the civil society associations submitted 22 ballot papers with 58 valid votes. The industry associations elected the **Federation of German Industries (BDI)** with 40 votes, the **Association of German Chambers of Commerce and Industry (DIHK)** with 25 votes, the **German Renewable Energy Federation (BEE)** with 21 votes and **Die Waldeigentümer e. V. – AGDW (Forest Owners' Association)** with 18 votes. The civil society associations elected **Climate-Alliance Germany** with 19 votes, **Germanwatch e. V.** with 18 votes and the **Verkehrsclub Deutschland e. V. – VCD (Transport Club Germany)** with 13 votes as their representatives on the delegates' committee. Because the civil society associations voiced strong objections to the seat not taken up by the Länder being assigned to the industry associations, an additional seat was created which was then assigned to the civil society associations. After the proportion of votes cast was taken into account, this seat went to the **German Trade Union Confederation (DGB)** with five votes. In the election for the delegates from the municipalities, care was taken to achieve a balance in terms of their level of activity in climate action so that they would accurately reflect



— The results of the delegates' election are announced in the plenary session of the associations' forum.

the various interests and degrees of commitment. This meant electing one master plan municipality, one municipality with an ongoing climate action strategy and one municipality without. The city of **Osnabrück** (Birgit Rademacher) was elected by 38 votes to represent master plan municipalities. The municipality of **Niestetal** (Andreas Siebert) was elected by 17 votes to represent municipalities with a climate action strategy, and the town of **Ingolstadt** (Dr Rupert Ebner) was elected by 32 votes to represent those without. Everyone taking part in the public dialogue discussions on 14 November 2015 was asked if they would like to be considered as delegates. In all five locations, more than half of the people attending were willing to stand, and they put their names in the boxes provided. The BMUB had previously specified that one

male and one female participant should be selected as delegates from each location and from the online dialogue. On the day of the public dialogue and during the first online dialogue, lots were drawn to determine the man and the woman to become public delegates, along with a deputy delegate for each.

OCT – NOV  
2015

## Consolidation of the proposals for measures from the first round of dialogues

After the first round of dialogues, the proposals for measures put forward at the various stakeholder forums differed greatly in their degree of elaboration, some including detailed descriptions while others consisted solely of brief headings. At the request of some of the actors, the participants in the first forums for the Länder and associations were given the opportunity in the week following the events to submit further proposals for measures and flesh out their input in light of the debate. The Wuppertal Institute for Climate, Environment and Energy subsequently examined the proposals for measures – there were almost 400 – in collaboration with the Institute for Energy and Environmental Research Heidelberg, and consolidated them in a set of 66 proposals. The review and consolidation were carried out according to predefined criteria, which were applied to each of the proposals as follows:

1. Is the measure directed at the German government?
2. Does the proposal describe precise instruments for implementation?
3. Does the proposal state who the measure is aimed at?
4. Is a suitable time period allowed for the measure to take effect?
5. Is the measure strategic? (cf. definition of measures on page 11)

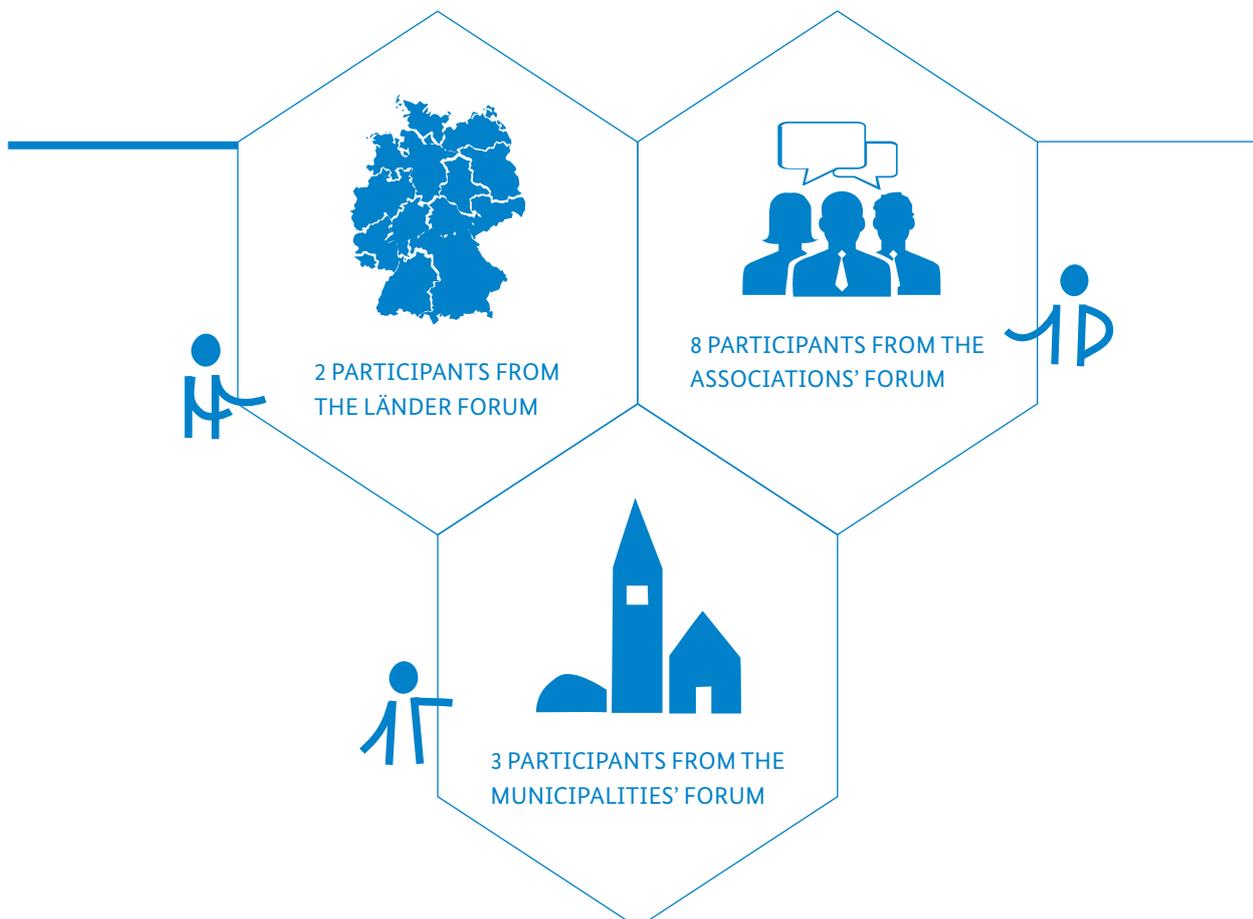
Although the forum participants were supported by scientists throughout the process, they had sole ownership of the proposals for measures. Each of the steps in the consolidation process was explained to the participants (in the delegates' committee and in the working groups for each area of action), and then discussed in a joint debate with the scientists.

28 OCT  
2015BMUB,  
BERLIN

## First meeting of the delegates' committee

The delegates' committee was the central platform for the exchange of ideas and opinions between the individual target groups. The role of the delegates was to report both to and from their target-group-specific formats. Contrary to the assumptions of some actors, the delegates did not have a particular decision-making role. The very term "delegates' committee" often gave rise to a lack of clarity as to the function and role of the delegates during the process (see also Conclusions, page 32). The delegates from the Länder, municipalities and associations came together for the first meeting of the delegates' committee on 28 October 2015. As the participation process for the public did not begin until November 2015 it was not possible for this target group to be represented at this point in time. This first meeting focussed on sifting through the collected proposals for measures and on consolidation

with scientific support. To make sure that the process was as transparent as possible and that the delegates were suitably prepared for the meeting, a list of the proposals was sent to all delegates beforehand. The delegates appreciated the opportunity for further discussion of the proposals in working groups dealing with specific areas of action.



<b>14 NOV 2015</b>	<b>HAMBURG, ESSEN, FRANKFURT, LEIPZIG AND NÜRNBERG</b>	<b>24 NOV – 21 DEC 2015</b>	<b>ONLINE</b>
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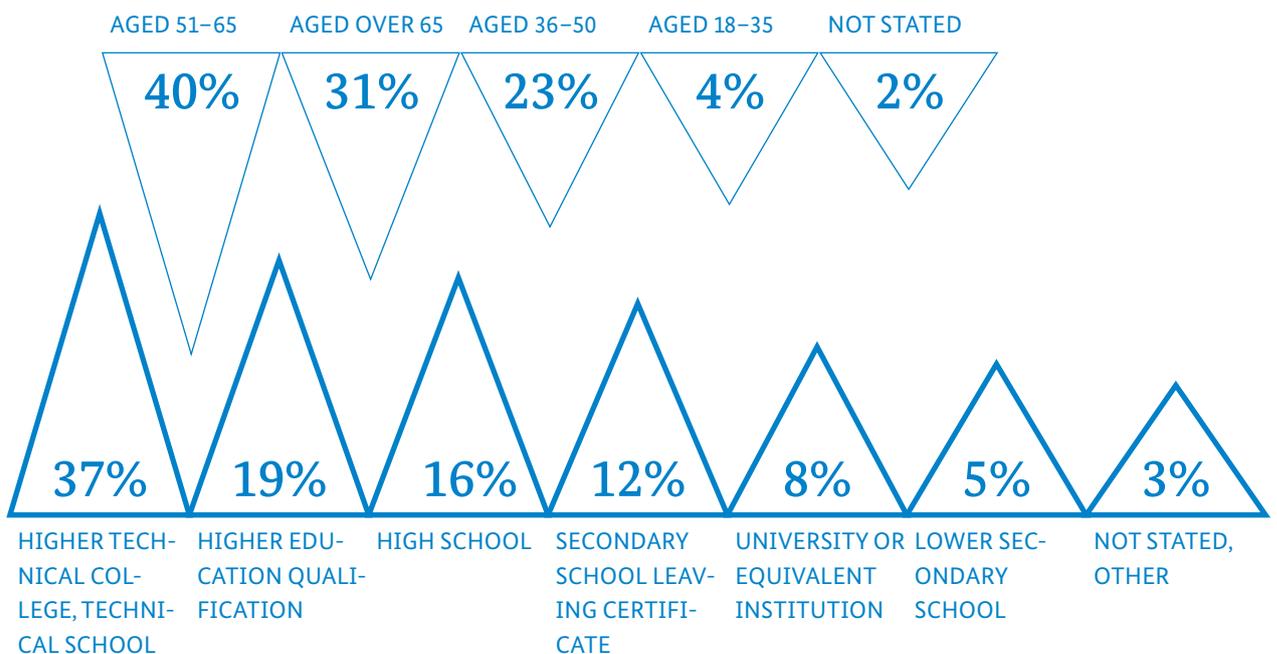
## Public participation process: public dialogues and first online dialogue

At the public dialogue events held simultaneously in Hamburg, Essen, Frankfurt, Leipzig and Nuremberg on 14 November 2015, 472 randomly selected citizens met for discussions where they developed 77 citizens' proposals on how, in their view, the climate targets for 2050 can be achieved. The main challenge was to draw up proposals for measures that would have lasting viability on a national scale, all in the course of just one day. The participants had been selected at random from public telephone directories in the five event locations and the surrounding areas, and represented a cross-section of the population according to gender, age and educational attainment. During the first round of phone calls 76,451 people were contacted. Of these, some 2,000 stated they were interested in taking part in principle, and 555 then registered for the public dialogue. On the day of the public dialogue itself, 472 people – 213 women and 259 men – attended the events. Individuals with higher educational attainment were slightly over-represented, and those aged 51 and older made up the largest proportion. On the



— A public dialogue participant filling out a profile for a proposal for measures.

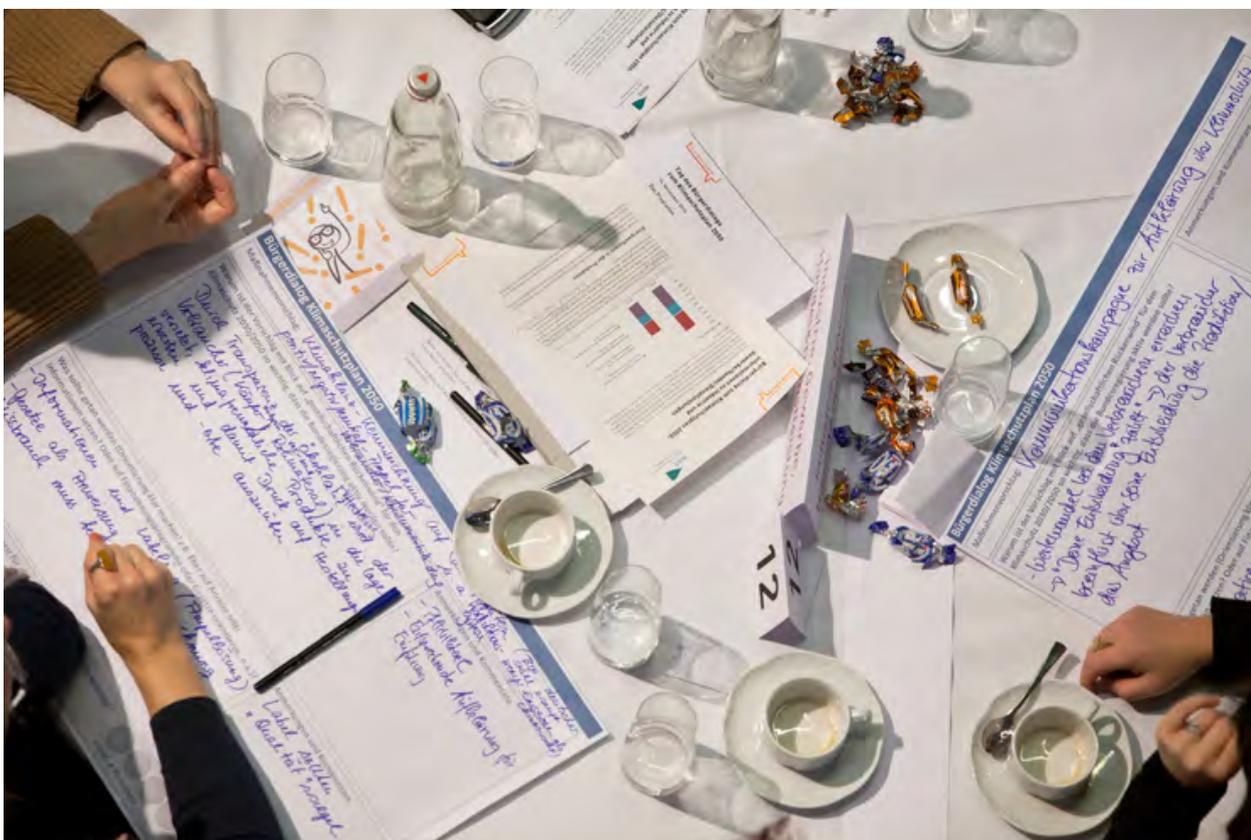
day of the dialogue the participants worked in groups at separate tables assigned to a particular area of action and collected ideas and proposals for measures. Information exchanges gave everyone an overview of the results from the other tables. The proposals for measures were fleshed



PERCENTAGES ARE ROUNDED TO THE NEAREST NUMBER.

out in the course of the day and documented in the form of brief profiles. The online dialogue from 24 November to 21 December 2015 then allowed the general public to view the proposals for measures developed during the public dialogue. All registered users were able to comment on the proposals and rate the comments left by others. Only the participants in the public dialogue events were also able to vote on their 77 proposals (“agree”, “disagree” or “abstain”). At each public dialogue, the names of those who were willing to take on the role of public delegate were put forward, and two individuals (one male and one female) were selected by drawing lots. A further two were selected during the online dialogue. The public delegates were: Dr Anja Abeska-Fritsch, Daniel Becker, Klaus Dinter (online), Magret Dodegge-Valett, Isabel Fernandez-Ariza, Andreas Hagebusch, Petra Hartweg, Susanne Oberhauser-Hirschhof (online), Jürgen Schäfer, Sebastian Schneider, Carola Walter and Andrea Zaliani. The dialogue design company IKU produced a public report to keep a record of the outcomes of the public dialogue day and the voting from the first online dialogue. In January 2016 the public delegates held an editorial meeting to ap-

prove the public report. The Bertelsmann Foundation provided support for the public dialogue by producing an evaluation, in collaboration with the University of Mainz. This involved all 472 participants in the public dialogue being given a written questionnaire during the events. Analysis of the survey revealed that the public dialogue met the participants' expectations. They rated the quality of debate as high, and the discussions were perceived as having been objective and based on mutual respect and a willingness to compromise. Around 90 percent of the participants were “fairly satisfied” or “very satisfied” with the proceedings.



— Participants in the public dialogue discuss proposals for measures.

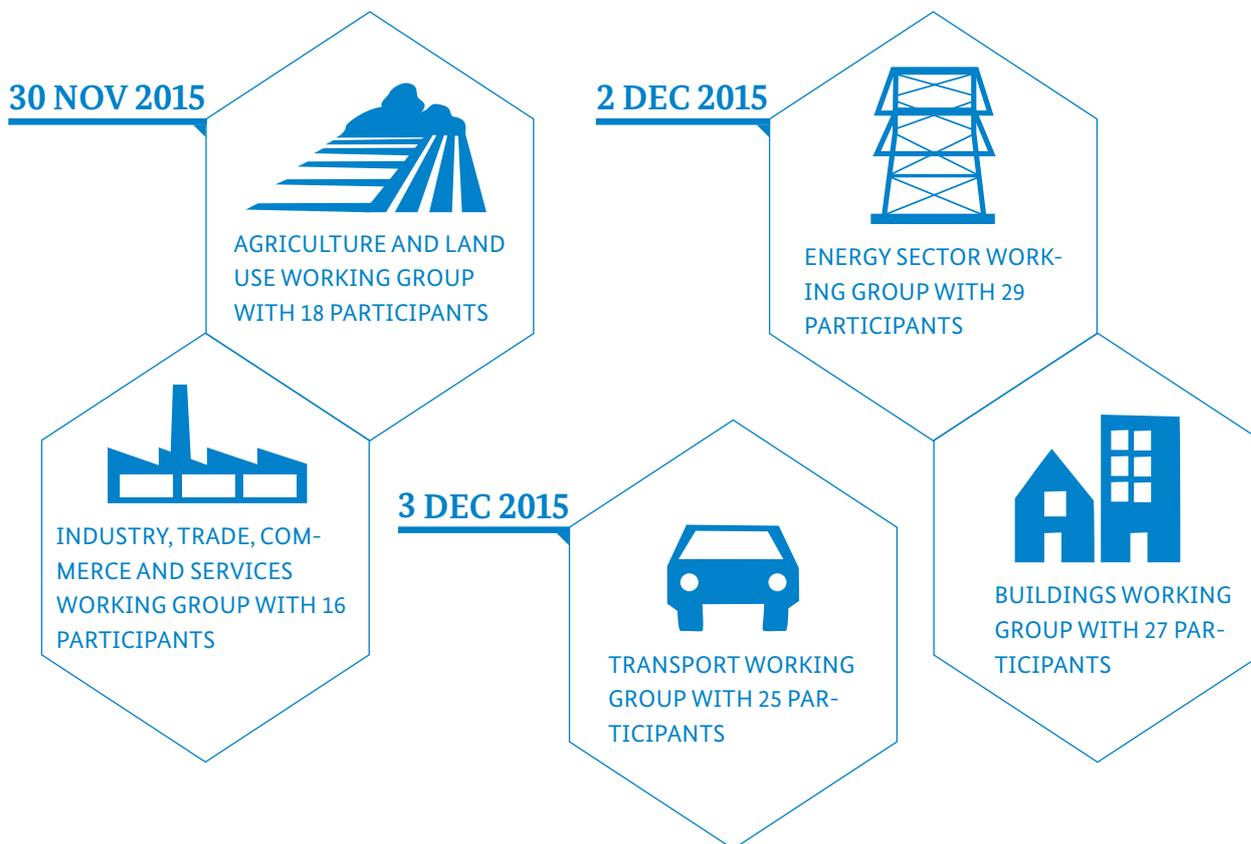
**30 NOV – 3  
DEC 2015**

BMUB,  
BERLIN

## Five working groups on areas of action for Länder, municipalities and associations

In late November and early December 2015, five working groups for the Länder, municipalities and associations met to address each area of action. The working groups had been introduced as an additional element in the course of the process because of the large number of proposals for measures that had been submitted, which in turn required extensive consolidation. The aim was to facilitate exchange across all target groups, thereby refining the proposals further. The workshops firstly focused on the consolidation that the scientific support team had already carried out: Are the titles and brief descriptions of

the proposals easy to understand and coherent? Are the combined proposals submitted in the set of measures appropriately outlined? Secondly, the workshops were meant to collect feedback on the instruments: do the instruments address the intentions of the measures? It was made clear that the feedback was merely a collection of pointers and did not constitute a consensus of opinions among the participating actors and institutions because, they said, they would have needed more time to discuss and debate the issues. This was not possible as a result of the narrow timeframe. At the meeting of the industry, trade, commerce and services working group, some rep-



representatives of the associations strongly criticised the tight timeframe of the entire process. In light of this, the BMUB decided to extend the second associations' forum from one day to two. As the members of the industry, trade, commerce and services working group had not been able to deal with all of the proposals for measures in their area of action during the meeting, they were given the opportunity to submit their feedback after the event (by 11 December 2015). Finally, the Wuppertal Institute

for Climate, Environment and Energy and the Institute for Environmental and Energy Research Heidelberg incorporated the collected feedback from the working groups into the set of proposed measures.

5 DEC  
2015

PARIS

## Side event at the United Nations Climate Change Conference in Paris



— Jochen Flasbarth, State Secretary at the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety, at the side event during the UN Climate Conference

On 9 December 2015, during the UN Climate Change Conference in Paris, a side event was held on the German Climate Action Plan. The principal focus was the importance of the participation process for involving the Länder, municipalities, associations and the general public in the achievement of long-term climate change mitigation targets. The purpose of the side event was to share experience gained in Germany with the representatives of other UN member states. The experts invited to speak at the event were Jochen Flasbarth, State Secretary at the BMUB, Elizabeth Dipuo Peters, Minister of Transport, Republic of South Africa, and Dr Felix Christian Matthes, Research Coordinator for Energy & Climate Policy, Energy & Climate, at the Institute for Applied Ecology (Öko Institut e. V.) in Berlin. Stakeholders from the Climate Action Plan dialogue process were also present: Dr Hans-Jörn Weddige, Group Coordinator Energy, Climate and Environmental Policies, Thyssenkrupp AG, and Christoph Bals, Policy Director, Germanwatch e. V., presented the view-

points of environmental associations and business. It was originally planned that the Federal Environment Minister Dr Barbara Hendricks and Ms Bomo Edna Molewader, South Africa's Minister of Environmental Affairs, would attend this event, but this was not possible because intense negotiations on the Paris Agreement were ongoing at the same time. The event closed with a round-table discussion for all participants, where the BMUB was represented by Director-General Franzjosef Schafhausen, enabling State Secretary Jochen Flasbarth to return to the negotiations.

DEC 2015 –  
JAN 2016

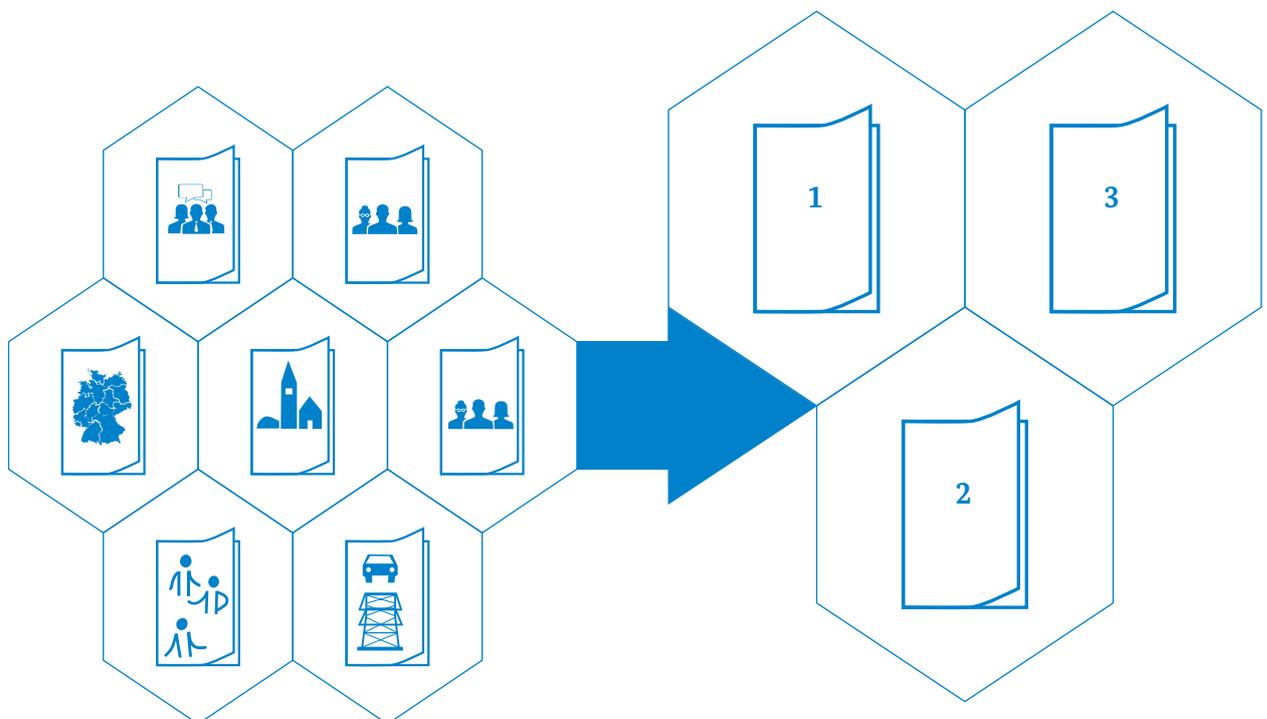
## Merging of the proposals from the two processes

The two participatory processes running in parallel, one for the Länder, municipalities and associations and one for the general public, produced proposals for measures aimed at achieving the 2050 climate targets. After the proposals put forward by the Länder, municipalities and associations had been repeatedly consolidated and refined, the Institute for Applied Ecology (Öko Institut), working on behalf of the BMUB, had the task of merging them – if possible – with the proposals submitted by the general public (referred to in the following as public proposals for measures). In cases where merging was not possible, but the public proposals satisfied the criteria for a strategic measure, they were retained as part of the process and referred to as purely public measures. All of the merged proposals and the public proposals that were not

matched with a proposal from the stakeholders were assessed by the Institute for Applied Ecology according to certain principles:

- their contribution to climate change mitigation
- expected costs and economic benefit
- possible synergies and conflicts with other policy areas and transformative pathways
- the possible next steps towards implementation.

From this point on, the process therefore included three different types of measure: **action-area-specific proposals, cross-sectoral proposals and purely public proposals.**



16 JAN  
2016

KASSEL

## Meeting of public delegates

On Saturday, 16 January 2016, the twelve public delegates met in Kassel to draw up the public report together. This meeting also served as preparation for their participation

in the delegates' committee and for the meeting with the stakeholder delegates.

23 JAN  
2016

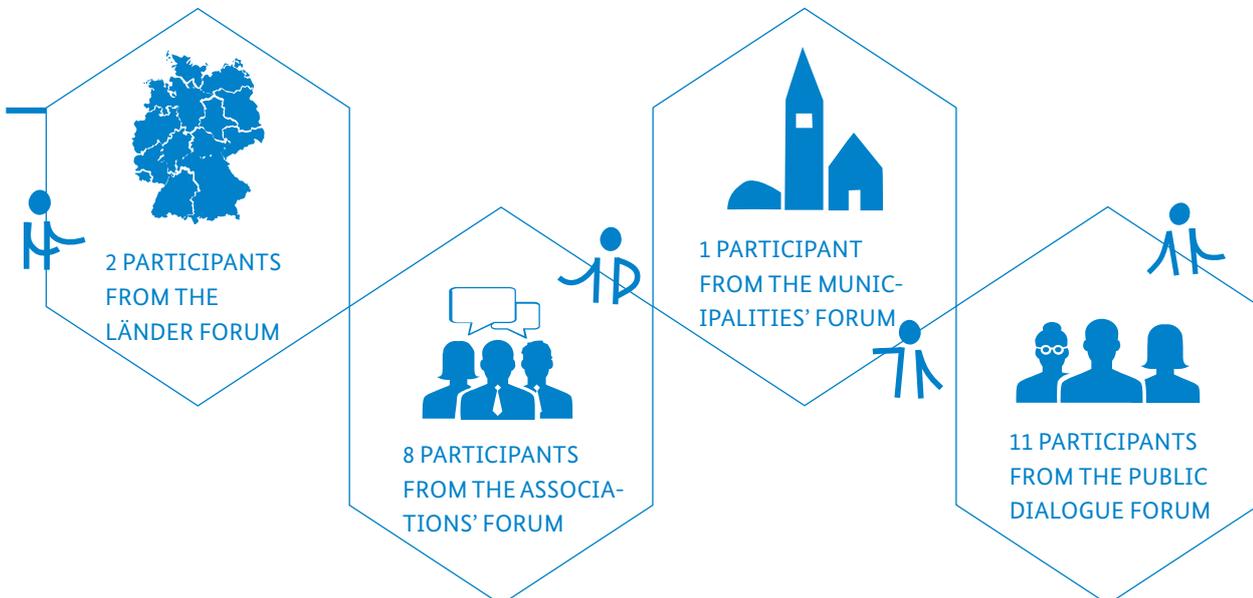
BMUB,  
BERLIN

## Second meeting of the delegates' committee



On Saturday, 23 January 2016, the delegates from the Länder, municipalities and associations forums assembled in Berlin for their second meeting. The delegates from the parallel public participation process were also present, for the first time. The main purpose of the meeting was to introduce the members of the two participation processes to one another and to clarify once again the role of the delegates' committee within the process as a whole. The scientists taking part in the meeting explained their methods and their approach to the merging of the proposals for measures from the two participation processes. The delegates then discussed the methodology and offered their feedback.

— Moderator Lena Judick (IFOK GmbH) and delegates at the second meeting of the delegates' committee



15 – 25 FEB  
2016

## Second phase of dialogue with Länder, municipalities and associations

The second round of the stakeholders' dialogue was geared to achieving the following aims:

1. Discussing and refining the cross-sectoral proposals for measures using a similar approach to that used in the action-area-specific working groups
2. Collecting recommendations on all proposals for measures
3. Gathering further design suggestions for all proposals for measures
4. The basis was provided by the set of measures with the merged proposals from both participation processes and the expert assessments made by the Institute for Applied Ecology. Drafting of recommendations

The key question when it came to drafting the recommendations was: "Would you recommend that the German government should include this measure in the Climate Action Plan?" At the request of the participants they were given the option to abstain on this question, not just choose yes or no. If they felt able to approve a proposal only after certain conditions were met, these conditions were documented.

### PROFILES: OUTCOMES OF THE SECOND DIALOGUE PHASE

After the second dialogue phase a profile was produced for each measure, containing the following information:

**BRIEF DESCRIPTION OF THE MEASURE:** short descriptions of measures developed and discussed during the process to date

**KEY FEEDBACK FROM THE PARTICIPATION PROCESS:** summarised feedback from the second dialogue phase relating to the question: "Would you recommend that the German government should include this measure in the Climate Action Plan?" Response categories:

- no clear tendency for any recommendation
- tendency to recommend / largely recommended / recommended by a majority
- tendency not to recommend / largely not recommended / not recommended by a majority
- with the inclusion of any further design suggestions

**RESULTS OF SCIENTIFIC SUPPORT:** expert assessment by the Institute for Applied Ecology

15 FEB  
2016

VKU-FORUM,  
BERLIN

## Second Länder forum

On 15 February 2016, 18 representatives from 14 of Germany's federal states met at the VKU Forum in Berlin to attend the second Länder forum. The participants discussed the cross-sectoral proposals for measures, drafted their recommendations on the proposals and put forward suggestions on how to develop the measures further. They were not able to do this for the purely public proposals, however, because only the participating members of the public had the right to do so. In order to ensure there would be a constructive debate in spite of the short time allowed at the event, the Länder representatives were asked to prepare the recommendations in advance.



— Director-General (retired) Franzjosef Schafhausen, Directorate-General KI Climate Policy, European and International Policy at the BMUB, opening the second Länder forum.

The recommendations varied from individual opinions to the opinions of the respective ministries. Due to time constraints, assessments of the purely public proposals were not submitted until after the second Länder forum, in writing.



18 PARTICIPANTS FROM  
14 LÄNDER

17 FEB  
2016

VKU-FORUM,  
BERLIN

## Second municipalities' forum

On 17 February 2016, around 40 people attended the second municipalities' forum at the VKU Forum in Berlin. The number of participants was relatively low compared to the first municipalities' forum, one reason being the acute pressures facing municipalities in the context of the markedly increased numbers of refugees in Germany at the time. Many municipalities therefore lacked not only the financial resources but also the time to take part in the forum. In spite of these restraints, the workshops succeeded in producing very constructive and purposeful work. At this forum, too, recommendations on the proposals for measures were taken on board, along with suggestions for how to develop the proposals further. The re-

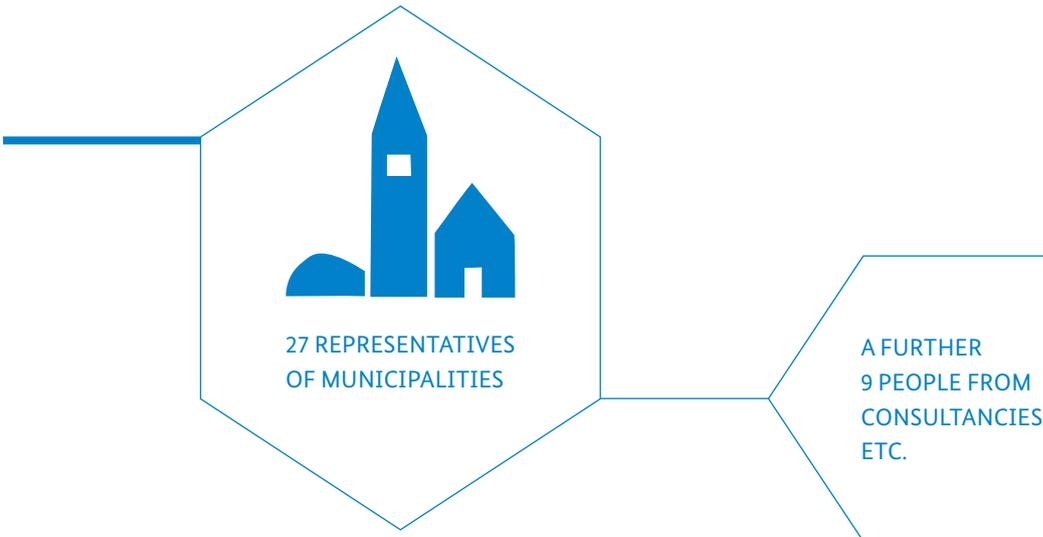


— The workshop moderator, Lena Judick (IFOK GmbH), in discussion with participants at the energy sector workshop



■ Participants in the second municipalities' forum during a contribution from moderator Lena Judick (IFOK GmbH) during the plenary session

requested changes from the Länder forum were presented individually, and the representatives of the municipalities were asked for their assessment, and whether they were of the same opinion. The cross-sectoral proposals for measures and the proposals for measures in the agriculture and land use area of action were discussed jointly in the full forum, while separate workshops were held for the other areas of action. This approach meant that different statistical populations were formed. As at the Länder forum, no suggestions for further development of the purely public proposals were included because ownership of these proposals lay with the members of the public, but the participants were able to put forward their own recommendations on whether the proposals should be included in the Climate Action Plan, by pinning them on moderated pinboards set up around the room.



**24 – 25 FEB  
2016**

**TAGUNGSWERK JE-  
RUSALEMKIRCHE,  
BERLIN**

### Second associations' forum

On 24 and 25 February 2016, around 150 representatives of associations met at the Tagungswerk Jerusalemkirche in Berlin for the second associations' forum, as part of the Climate Action Plan 2050 dialogue process. As requested by the actors, the forum was extended to two days to allow more in-depth debate. To enable the process to be opened up further to bring in associations that had not

previously participated, the number of people attending was increased from 100 to 150. Five workshops were held, one for each area of action, where the participants were able to put forward suggestions for shaping the action-area-specific proposals and formulate their recommendations on whether or not the proposals should be included

in the Climate Action Plan 2050. The requested changes from the Länder and municipalities' forums were presented, and the representatives of the associations were asked for their assessment whether they were of the same opinion. On the first day of the event, the participants discussed the cross-sectoral proposals for measures in an informal structure using moderated pinboards set up around the room. The listed suggestions were neither weighted nor ranked within a hierarchy, because the method of free movement around the room meant that it was not possible to indicate whether a suggestion was supported by more than one person. On the second day, after considering the suggestions, the participants then had another opportunity to move around the room to submit their recommendations on the cross-sectoral proposals for measures. They were also able to assess the purely public proposals in the same way. In this case, too, however, they were not able put forward any further suggestions for shaping the proposals because ownership lay

with the members of the public. Some actors expressed the wish that their institution should be named in the recommendations, so that this would be shown in the respective profiles. The numbers of participants and therefore the statistical populations for the recommendations varied from one area of action to another, as well as in respect of the cross-sectoral proposals for measures and purely public proposals, because not all of the participants were present all the time or they did not all make use of their right to vote on all proposals for measures.



■ Berthold Goeke, Deputy Director-General for Climate Policy at the BMUB (KI I), opens the second municipalities' forum.



■ The workshop moderator, Karina Speil (IFOK GmbH), discussing a cross-sectoral proposal with the participants.



139 PEOPLE FROM  
109 ASSOCIATIONS

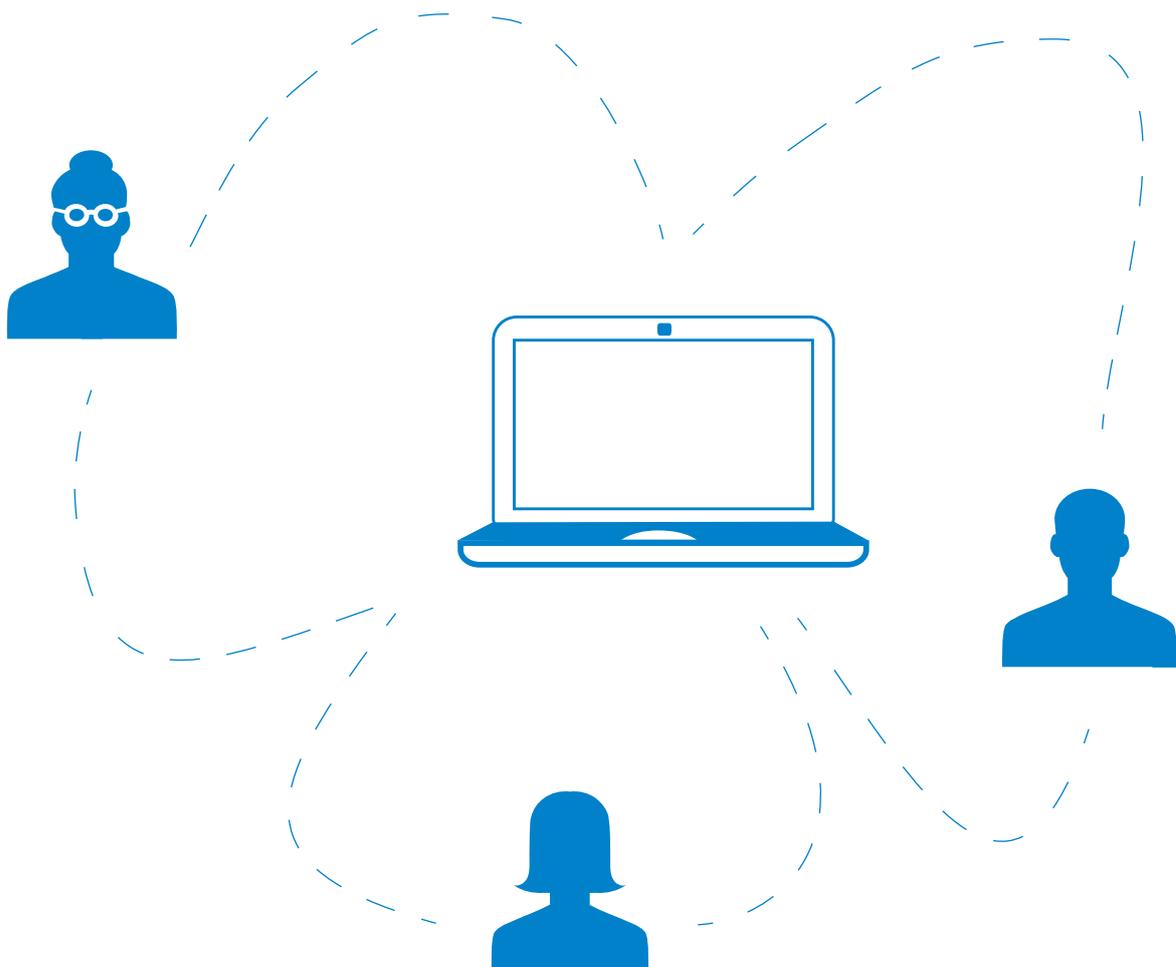
FEB  
2016

ONLINE

## Public participation process: second public online dialogue

The purpose of the second online dialogue was to gather the public's recommendations on all the proposals for measures. To do this, the 472 participants at the dialogue events on 14 November 2015 were asked to respond to the proposals online. A total of 150 people took part in this second online dialogue. As the catalogue of measures was very large and detailed, the procedure for obtaining the recommendations from the public was simplified: the survey was based on a voting sheet with a brief description of each measure. If the members of the public wanted to find out more, they could read the full descrip-

tion of the measure in a pop-up window. They were also free to vote on all the proposals for measures or just some of them. In addition to the "Yes" and "No" options, they could also choose the answer "I can't say". On average, each individual voted on 73 of the total of 97 proposals for measures. 55 of the 150 members of the public voted on all 97 of the proposals.



18 – 19 MAR  
2016

BMUB,  
BERLIN

## Third meeting of the delegates' committee and handover to the minister



— The delegates hand over the catalogue of measures to Dr Barbara Hendricks, Federal Minister for the Environment, Nature Conservation, Building and Nuclear Safety, at the third meeting of the delegates' committee.

At the third meeting of the delegates' committee on 18 and 19 March 2016, the committee's recommendations were recorded in the catalogue of measures. As the basis for this they jointly considered how each of the four target groups (Länder, municipalities, associations and the public) felt about each proposed measure. The delegates examined the recommendations made by the various target groups and drew up consolidated recommendations. The four target groups' votes were each treated equally. The aim was to show whether there was a broad consensus on the individual proposals across the target groups. The delegates also discussed particularly controversial proposals for measures, formulated joint messages to the German government and picked up suggestions for shaping the public proposals for measures. The high points of the meeting were the discussion with Federal

Environment Minister Dr Barbara Hendricks on the second day of the meeting and finally the personal handover of the completed catalogue of measures to the minister herself.

## VIEWS OF THE DELEGATES FROM THE INDIVIDUAL TARGET GROUPS

Harald Uphoff

German Renewable Energy Federation (BEE)

» The dialogue process was worthwhile. The recommended measures take the Paris Climate Agreement seriously. Although the expansion of the use of renewable energy in the electricity, heat and transport sector is not included as an important individual measure in the package of recommendations, it does form part of various measures such as “coal phase-out”, “renewables in heat networks”, “more renewables in the buildings sector” and “more renewables in the transport sector”.

Frederik Moch

German Trade Union Confederation (DGB)

» It is vital that we have a comprehensive innovation strategy so that we ensure that all areas of action discussed here in the context of the Climate Action Plan are designed to be climate-friendly. Obviously this includes energy supply, agriculture, transport, buildings and also industry. What is crucial for us is that good work, prosperity and climate action are brought together through innovation and investment.

Andreas Siebert

municipality of Niestetal

» Looking back, it was a good dialogue process. I would like this not to be a one-way street now, but hope that the process carries on in the same way.

Susanne Oberhauser-Hirschhof

public delegate

» It was great, you felt you were being treated almost as equals: ordinary citizens working directly with people from the Länder, municipalities and associations. I hadn't come across anything like this in politics before. Of course, what matters is how it ultimately turns out: the proof of the pudding is in the eating.

Dr Katrin Zimmermann

Climate Change and Climate Protection Division, Rhineland-Palatinate Ministry for Economic Affairs, Climate Protection, Energy and Regional Planning

» Climate change mitigation is a task for society as a whole. It was therefore obvious for me that a dialogue process should be launched with wide-scale public participation. What surprised me most was the great enthusiasm shown by the members of the public in putting forward their proposals. I very much hope that the many good proposals will find their way into the programme of measures, because the Länder need supportive, ambitious policies at federal level in order to meet their climate change mitigation targets. Even if it was hard work at times, it was a lot of fun!

Dr Armin Rockholz

Association of German Chambers of Commerce and Industry (DIHK)

» Many of the measures emerging from the dialogue process would be a burden on German businesses and jeopardise their ability to compete with their foreign rivals. This makes it all the more important that the Climate Action Plan 2050 is designed as a process where everyone proceeds with their eyes open – involving all the important players, in particular the private sector. Short-term milestones that can be achieved in harmony with business and society are more helpful in achieving the goals than ambitious visions. Technology neutrality, openness to innovation and a price tag for the most important measures are important for business.

## The outcome: catalogue of measures 3.1

The broad dialogue on the Climate Action Plan 2050 produced a wide-ranging package with a total of 97 proposals for measures. As well as general background information on the dialogue process, the role of strategic measures in the participation process and the development of

the proposals for measures, the package also includes profiles of all the measures. Of the 97 proposals for measures, the following 46 tended to be recommended by all four target groups, partly with certain conditions attached: Explanation:

The designations of the measures are taken from the final catalogue of measures, and are made up of the German abbreviation for Climate Action Plan (KSP), the German abbreviation for the area of action and consecutive numbering. E stands for the German word "Energiewirtschaft", the Action area Energy Sector of the Climate Action Plan. G stands for the German "Gebäude", i.e. buildings. IGHD is for Industry, Trade, Commerce and Services, the German equivalent is "Industrie und Gewerbe/Handel/Dienstleistungen". L stands for Agriculture and Land Use, in German "Landwirtschaft". Ü is for the German "übergreifend", i.e. cross-sectoral measures, while V stands for transport, "Verkehr" in German.

### ACTION AREA ENERGY SECTOR

- KSP-E-01: Shaping of framework conditions to develop power to x and storage technologies
- KSP-E-02: Improving the role of electricity storage for energy transition
- KSP-E-03: Improving framework conditions for investments in the distribution grid
- KSP-E-04: National support programme to strengthen the heat network infrastructure
- KSP-E-05: Greater use of renewable energy in combined heat and power
- KSP-E-11: Robust framework for implementing 2030 energy and climate goals
- KSP-E-13: Networking of energy efficiency and energy saving campaigns
- KSP-E-15: Democratisation through decentralisation of the energy sector
- KSP-E-18: Development of new, efficient electricity storage facilities and energy carriers
- KSP-E-19: Promoting and demanding lifelong energy responsibility
- KSP-E-20: Influencing international energy policy

### ACTION AREA INDUSTRY, TRADE, COMMERCE AND SERVICES

- KSP-IGHD-01: Research and development in low-carbon technologies in industry
- KSP-IGHD-03: Strengthening the energy efficiency market
- KSP-IGHD-08: Labelling products according to their ecological footprint (environmental label)
- KSP-IGHD-09: Environmental protection regulations – promotion of biodegradable packaging
- KSP-IGHD-10: Environment: increasing awareness from an early age
- KSP-IGHD-11: Lifetime extension and intensification of use
- KSP-IGHD-14: Export support for climate change mitigation and efficiency technologies

### ACTION AREA BUILDINGS

- KSP-G-02: High-value use and recovery of materials, components and assemblies, use of sustainable building materials
- KSP-G-03: Strengthening enforcement of law regarding compliance with legal standards in energy-related modernisation
- KSP-G-08: Integrated strategies for promoting storage technologies (heat / electricity) in the buildings sector
- KSP-G-10: Promotion programmes for designing and intensifying
- KSP-G-12: Promotion of cross-generational building and living

#### ACTION AREA TRANSPORT

- KSP-V-01:** Appropriate financing of local public transport
- KSP-V-02:** Drafting of an integrated Federal Mobility Plan and ensuring achievement of the strategic environmental goals of the Federal Transport Infrastructure Plan 2015
- KSP-V-04:** Expansion of cycling infrastructure and amendment of relevant parts of German road traffic regulations (StVO)
- KSP-V-06:** Ambitious tightening of CO<sub>2</sub> emissions limits for cars and light commercial vehicles
- KSP-V-08:** Reform of company car taxation
- KSP-V-12:** Promotion of efficient alternative drive systems and fuels other than electric mobility
- KSP-V-13:** Promotion of electro-mobility
- KSP-V-14:** Decarbonisation of energy supply for aviation
- KSP-V-15:** Education for mobility
- KSP-V-16:** Infrastructure expansion and efficiency enhancement in rail transport
- KSP-V-17:** Mileage-dependent and emissions-dependent car tolls

#### ACTION AREA AGRICULTURE AND LAND USE

- KSP-L-01:** Climate-friendly fertiliser strategy
- KSP-L-02:** Building and stabilising the humus content of agriculturally used land
- KSP-L-04:** Reduction of surface sealing
- KSP-L-05:** Reactivating moors as carbon reservoirs
- KSP-L-07:** Halving food waste by 2030
- KSP-L-09:** Supporting sustainable, multi-functional forestry

#### ACTION AREA CROSS-SECTORAL MEASURES

- KSP-Ü-03:** Climate-neutral federal administration
- KSP-Ü-05:** Local authority climate action financing act and revolving energy fund for local authorities
- KSP-Ü-06:** Education campaign on climate-friendly consumption
- KSP-Ü-09:** Education as the foundation for climate change mitigation
- KSP-Ü-10:** Information, advice and qualification of small and medium-sized companies
- KSP-Ü-11:** Vision 2050

From the outset, the BMUB had made it clear that the proposals for measures would be just one component of the Climate Action Plan. However, to indicate the appreciation for those participating it was assured that the German government would deliver a statement explaining how the proposals had been dealt with. After the catalogue of measures had been handed over, some industry associations issued several communications to the press, mainly on proposals that had been hotly debated, but also on the dialogue process as a whole. It is regrettable that their own role in the participation process in each case

was not always made plain. Many civil society actors took the catalogue of measures as an inducement to carry out activities of their own, for example publishing a civil society climate action plan on the occasion of the signing of the Paris Agreement. Their action plan was largely based on proposals from the participation process, but also included some measures of an even more ambitious nature. International interest in the participation process and its outcome has remained constantly high.

# Conclusion

The broad dialogue with the public, Länder, municipalities and associations produced a very wide-ranging and good result in the form of 97 proposals for measures within a short space of time thanks to the strong cooperation of everyone involved. By enabling these target groups to participate in the drafting of the Climate Action Plan 2050 the German government struck out in a new, innovative direction to bring democracy alive and generate additional impetus in the debate. It is always the case that breaking new ground also means having to face new challenges and deal with the unfamiliar. In the following, examples of experience gathered from the dialogue process are presented, and conclusions are drawn from which institutions will be able to learn lessons for future dialogue processes.

## Involving relevant target groups in a joint process

The starting point for participatory projects should always be a comprehensive stakeholder analysis in order to be sure that all interests can be considered, and participation can be made as transparent and open as possible. The dialogue process for the Climate Action Plan 2050 was not founded on a separate stakeholder analysis; it made use of BMUB mailing lists that had been drawn up as part of other processes, such as the Climate Action Programme 2020. To ensure optimum consideration of a great many interests despite this, the process was kept as open as possible. When it comes to involving relevant target groups it makes sense to set up a joint process for all target groups, but to offer them customised formats. The advantage of a centrally managed participation process for all target groups is that there is less need for coordination, and efficient use can be made of interfaces and synergies. Central coordination also guarantees optimum integration of the various participation formats and ensures that all of the components properly interact. Furthermore, having a joint launch event and concluding event for the dialogue reinforces the sense that all participating target groups have of devising and effectuating something together, and, above all, as equals. In the case of the dialogue process for the Climate Action Plan 2050, a separate process was set up for members of the public. This meant that there was greater effort involved in syn-

chronisation, and that the proposals for measures had a different processing status at their point of merging. Where parallel participation procedures are used, a press briefing should be held for public relations purposes and press communications should be continued constantly in order to present a coordinated view of the design and operation of both processes. This would have been useful for the Climate Action Plan 2050 dialogue process in order to provide greater clarity overall.

## Sufficient time for a broad dialogue

The dialogue process for the Climate Action Plan 2050 was often criticised for its tight timeframe, which limited the desired scope for more extensive refinement of the proposals and negotiation processes within and between the target groups. There was also criticism, for example, of the fact that the public's proposals could not be edited by the other target groups and there was no opportunity for two-way exchange on their proposals. At the time when the public's proposals were entered into the overall process, the procedures for editing the proposals had already been completed. As a consequence, the level of understanding and acceptance of many of the public proposals for measures among the stakeholders was relatively low. All in all, therefore, it is recommended that a longer period of time be allowed for such complex and extensive processes in order to increase the quality of the results and leave room for more intensive drafting phases. A third round of dialogues, for example, would have been able to help further refine the public's proposals and thus also raise the level of acceptance among the Länder, municipalities and associations. The time required for wide-ranging processes should be borne in mind at an early stage, when the policy framework is defined for example in a coalition agreement.

### Central support on methodology and expert matters

Designing, implementing and managing participatory processes is a highly complex task, which requires not only methodological skills but also technical expertise in order to interact with the actors on an equal footing and to produce high-quality results. Especially when addressing controversial topics such as assessing the costs and benefits of climate policy measures it is crucial that the contracting authority employs transparent methods when selecting the technical expertise. It is also essential to make use of experienced process designers so that those participating will have good methodological and technical backup. The participants in the Climate Action Plan 2050 dialogue process often highlighted the work performed by the moderators and process designers as a positive aspect.

### The role and nature of interchange between the target groups

The exchange of ideas between different target groups is an important element of participatory processes in order to benefit from the knowledge of the many, to bring together different points of view and interests and to produce an outcome that is based on a broad consensus. Such an exchange can be ensured by integrating cross-target-group formats into the process from the outset. The delegates' committee, the option chosen for the Climate Action Plan 2050 dialogue process, enabled target-group-specific formats to be dovetailed with each other and provided a central platform where interchange could take place. The name "delegates' committee" did, however, repeatedly prove to be problematic in the course of the process because false expectations were raised regarding the tasks and role of the delegates. The committee's envisaged function as a reporting and intermediary body was frequently interpreted as being a substantial decision-making role. Terms better suited to clarifying its role in supporting project steering and its nature as a vehicle for the exchange of ideas might include "coordination committee", "steering committee" or "exchange committee". To do justice to the role of intermediary for a target group, the mixture of delegates in such a committee must

be balanced. From the point of view of participation, the composition of the delegates' committee within the Climate Action Plan 2050 dialogue process must be given a critical rating because an imbalance between the target groups emerged. Compared with the Länder, municipalities and associations, the fourth target group comprising members of the public was over-represented, with a total of twelve seats. The BMUB's decision to give this target group a degree of preponderance within the delegates' committee was probably founded on the idea of including groups of society who normally do not have a part in decision-making. Furthermore, in the course of the process it became apparent that it makes sense to appoint successors to delegates if the representatives originally chosen are unable to attend. Apart from a committee of this type, other formats that allow the exchange of ideas on specific topics across target groups are also conceivable. This possibility was created for the Länder, municipalities and associations in the Climate Action Plan 2050 dialogue process through the formation of working groups on specific areas of action. In retrospect, these working groups were the crucial format for revising the content of the proposals for measures and should therefore be expanded in future processes so that they can work for longer and in greater depth. Ultimately it is advisable to choose a combination of a target-group-specific and a cross-target-group approach, because joint, cross-sectoral work on certain topics delivers valuable input.

### Flexibility for conceptual adjustments during the process

However good any advance planning may be, it is redundant if unforeseen events occur or conditions change. Good process management therefore always requires that it should be possible to respond flexibly to necessary changes. In the course of the dialogue process for the Climate Action Plan 2050 such flexibility was particularly required when there was increased criticism of the short, politically determined timeframe and interested actors expressed a growing willingness to participate and a desire for a more in-depth debate on the cross-sectoral proposals for measures. In this case it proved possible to extend the forum for the associations to two days and in-

crease the number of participants to 150 with the aid of funding that had to be applied for separately. Furthermore, the action-area-specific working groups that were put forward by the contracting authority as possible options were indeed integrated into the process after almost 400 proposals for measures were received in the first dialogue phase, and consolidation by the scientific support team accordingly required extensive effort. This required a further stage of refinement by the participants and an exchange of information between the target groups.

### Commitment vis-à-vis actors

Before the dialogue process began, the German government gave the assurance that it would examine the proposals for measures from the dialogue and then state its position in an appropriate manner as to why proposals would or would not be included in the drafting of the Climate Action Plan 2050. A commitment of this nature is crucial in making it clear to actors that the results of their participation will be taken seriously.

### Involvement of other ministries

The Climate Action Plan 2050 is a joint endeavour by the German government. The BMUB was the lead ministry in drafting the plan and for the preceding dialogue process, but it was convinced that the other ministries must be involved from the outset in order to prepare for the formal participation by the ministries in the follow-up. With this in mind, ministry information events were an integral part of the dialogue process – events where interested representatives of the ministries were kept up-to-date with the progress of the dialogue. This format for informal exchange was very well received, and can be recommended for future dialogue processes. Strengthening the binding nature of the exchange would be advisable if the timeframe were not so tight. This would ensure that the results can be made use of to a greater degree in the further process.

Jochen Flasbarth, State Secretary at the BMUB, comments on the process:

» When it launched the broad dialogue process on the Climate Action Plan 2050, the BMUB was venturing into unknown territory. Within the process, we deliberately restricted ourselves and the other ministries to listening. We didn't always find this easy, especially when the discussions led to intermediate results that in our view were inaccurate. As we saw it, involving the ministries in the participation process through information events made sense: it calmed many colleagues' fears that the Climate Action Plan 2050 was being developed during the dialogue at events running parallel to the proper inter-departmental coordination procedure. The fact that we succeeded in giving the participants feedback on their proposals following the decision by the Cabinet to adopt the Climate Action Plan is likewise a first. I am very pleased about this, because it was another important step towards transparency in the participation process. I am confident that the concluding conference in February 2017 and the ongoing evaluation will give us vital insights into how to design future participation processes.

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## List of abbreviations

<b>AGDW</b>	Forest owners' association
<b>BDEW</b>	the German Association of Energy and Water Industries
<b>BDI</b>	Federation of German Industries
<b>BEE</b>	German Renewable Energy Federation
<b>BMUB</b>	Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety
<b>BUND</b>	Friends of the Earth Germany
<b>BVWP</b>	Federal Transport Infrastructure Plan
<b>CDU</b>	Christian Democratic Union of Germany
<b>CO<sub>2</sub></b>	carbon dioxide
<b>CSU</b>	the Christian Social Union in Bavaria
<b>DGB</b>	German Trade Union Confederation
<b>DIHK</b>	Association of German Chambers of Commerce and Industry
<b>E</b>	Action area Energy Sector of the Climate Action Plan (E for "Energiewirtschaft", i.e. energy production)
<b>EU</b>	European Union
<b>EU-ETS</b>	EU Emissions Trading System
<b>G</b>	Action area Buildings of the Climate Action Plan (G for "Gebäude", i.e. buildings)
<b>G7</b>	Group of Seven
<b>IFEU</b>	Institute for Energy and Environmental Research Heidelberg
<b>IGHD</b>	Action area Industry, Trade, Commerce and Services (IGHD for "Industrie und Gewerbe / Handel / Dienstleistungen", i.e. industry, trade, commerce and services)
<b>KSP</b>	Climate Action Plan
<b>L</b>	Action area Agriculture and Land Use of the Climate Action Plan (L for "Landwirtschaft", i.e. agriculture)
<b>PIK</b>	the Potsdam Institute for Climate Impact Research
<b>SPD</b>	Social Democratic Party of Germany
<b>StVO</b>	German road traffic regulations
<b>UN</b>	United Nations
<b>Ü</b>	cross-sectoral measures of the Climate Action Plan (Ü for "übergreifend", i.e. overarching goals and measures)
<b>V</b>	Action area transport of the Climate Action Plan (V for "Verkehr", i.e. transport)
<b>VCD</b>	Transport Club Germany
<b>VKU</b>	association of municipal companies

