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Citizen Consultation “World Wide Views on Climate and Energy” in the run-up to COP 21 in Paris 2015

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Citizen Consultation “World Wide Views on Climate and Energy” in the run-up to COP 21 in Paris 2015

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Kurzbeschreibung

Globale Fragen wie der Klimawandel und die Sicherung der Energieversorgung werden von Staats- und Regierungsverantwortlichen auf internationaler Ebene verhandelt, ohne aber die individuell Betroffenen, d.h. die Bevölkerung in den einzelnen Ländern, direkt einzubeziehen. Mit der von Dänemark und Frankreich in 2009 begonnenen Initiative für eine weltweite Beteiligung von Bürgerinnen und Bürgern „World Wide Views“ (WWV) ist eine Möglichkeit geschaffen worden, der nicht organisierten Zivilgesellschaft eine Plattform zu bieten. Der methodische Kern dieses Beteiligungsprozesses ist, dass am gleichen Tag Bürgerinnen und Bürger aus möglichst allen Vertragsstaaten zunächst über den Stand der internationalen Verhandlungen informiert werden und anschließend über die verhandlungsrelevanten Fragen diskutieren. Auf diese Weise bilden sie sich eine Meinung und geben anschließend individuell ihr Votum ab. Dieses weltweite Meinungsbild wird ausgewertet und den Akteuren der internationalen Verhandlungen in aggregierter Form vorgestellt.

Im vorliegenden Vorhaben standen die zentralen Themen der globalen Klimaverhandlungen der COP 21 und die Sicht der Bevölkerung Deutschlands im Mittelpunkt. Dazu wurde am 6. Juni 2015 in Berlin ein Bürgerdialog organisiert, der mehr als 70 zufällig ausgewählte Personen informierte, in einen Meinungsaustausch brachte und über die zentralen Fragen der Klimaverhandlungen abstimmen ließ. Am selben Tag konnten sich auf diese Weise Menschen insgesamt 76 Ländern in den Diskurs um die relevanten Fragen von Klimawandel und Klimaschutz einbringen. Im Ergebnis sollte die Diskussion das Stimmungsbild der Menschen widerspiegeln, die die Folgen des Klimawandels zu tragen haben. Da der Prozess in allen teilnehmenden Ländern auf dieselbe Weise durchgeführt wurde, entstand so innerhalb kurzer Zeit ein weltweites Meinungsbild der nicht organisierten Zivilgesellschaft. Dieses wurde in Form von Dokumentationen und Präsentationen veröffentlicht und in den internationalen Prozess eingebunden.

Abstract

Global issues such as climate change and the security of energy supply are covered by state and government leaders at the international level, but without involving the individuals concerned, i.e. the population of individual countries directly. With the initiative for global participation of citizens “World Wide Views” (WWV), started by Denmark and France in 2009, a chance was created in which to offer non-organised civil society a platform. The methodological core of this participation process is, that on the same day citizens from all possible contracting states would be initially informed on the status of international negotiations, and then would have a chance to discuss the negotiation-related issues. In this way they form an opinion and then vote individually. This global opinion is analysed and presented to the actors in the international negotiations in an aggregated form.

The central themes of the global climate negotiations of COP 21 and the perspective of the German population were the focus of this project. A citizen consultation was organised on 6th June 2015 in Berlin, which informed more than 70 randomly selected people, incited an exchange of views and allowed people to vote on the key issues of the climate negotiations. On the same day, people in a total of 76 countries could join in the discourse on the relevant issues of climate change and climate protection in the same way. As a result, the discussion should reflect the mood of those people who have to bear the consequences of climate change. Because the process was carried out in all participating countries in the same way, within a short time the global opinion of the non-organised civil society emerged. This was published in the form of documentations and presentations and integrated into the international process.

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List of Abbreviations

BMUB	Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (Bundesministerium für Umwelt, Naturschutz, Bau und Reaktorsicherheit)
CO₂	Carbon dioxide
COP	Conference of the Parties
IPCC	Intergovernmental Panel on Climate Change
UBA	Federal Environment Agency (Umweltbundesamt)
UN	United Nations
WWV	World Wide Views

Zusammenfassung

1.1 Hintergrund

Um bei wichtigen Zukunftsfragen wie Klimawandel und Klimaschutz auch die Stimme der Bürgerinnen und Bürger Deutschlands berücksichtigen zu können, haben das Umweltbundesamt (UBA) und das Bundesministerium für Umwelt, Naturschutz, Bau und Reaktorsicherheit (BMUB) im Vorfeld der Klimaverhandlungen in Paris (COP 21) im Dezember 2015 die Trägerschaft für einen Bürgerdialog übernommen. Sie beauftragten das nexus Institut – mit den Partnern der internationalen Koordination The Danish Board of Technology Foundation und Missions Publiques als Unterauftragnehmer – den Dialog unter dem Motto „World Wide Views zu Klima und Energie“ auf der nationalen Ebene in Deutschland zu organisieren und durchzuführen sowie die Ergebnisse zu analysieren und zu verbreiten.

Die Standpunkte der Bürgerinnen und Bürger zu Themen des Klimawandels und des Klimaschutzes sollten im Rahmen eines kurzen aber intensiven Meinungsbildungsprozesses ermittelt werden, um sie dann wissenschaftlich auszuwerten und sie u.a. den Delegationen der Klimaverhandlungen zur Verfügung stellen zu können. Dazu wurde am 6. Juni 2015 in der Bundeshauptstadt Berlin ein Bürgerdialog organisiert, der mehr als 70 per Zufallsstichprobe ausgewählte Personen informierte, in einen Meinungsaustausch brachte und am Ende jeder Arbeitsphase über Fragen zu Kernthemen der Welt-Klimaverhandlungen abstimmen ließ. Am selben Tag konnten sich auf diese Weise nicht nur Menschen aus Deutschland, sondern aus insgesamt 76 Ländern in den Diskurs um die relevanten Fragen von Klimawandel und Klimaschutz einbringen. Im Ergebnis sollte die Diskussion das Stimmungsbild der Menschen widerspiegeln, die die Folgen des Klimawandels zu tragen haben. Da der Prozess in allen teilnehmenden Ländern auf dieselbe Weise durchgeführt wurde, entstand so innerhalb kurzer Zeit ein weltweites Meinungsbild der nicht organisierten Zivilgesellschaft. Dieses wurde in Form von Dokumentationen und Präsentationen veröffentlicht und in den internationalen Prozess eingebunden.

1.2 Methode

Um den Bürgerinnen und Bürgern eine Stimme in wichtigen internationalen Verhandlungen zu geben, hat sich mit WWV ein standardisiertes Verfahren herausgebildet, das prinzipiell für jedes gesellschaftlich relevante Themenfeld anwendbar ist. Der Grundstein des Verfahrens sind die lokalen Bürgerdialoge in den teilnehmenden Nationen, die alle am selben Tag und nach demselben Schema stattfinden. Die jeweils etwa 100 Teilnehmerinnen und Teilnehmer sollen dabei so ausgewählt werden, dass sie die Vielfalt der Menschen im jeweiligen Land oder der jeweiligen Region widerspiegeln, dabei sollten sie insbesondere im Hinblick auf Geschlecht, Alter, Bildungsstand und Beruf möglichst gut der Verteilung in der Gesamtbevölkerung entsprechen. Grundgedanke ist, dass Menschen mit vielen unterschiedlichen Hintergründen zusammenkommen, unterschiedliche Meinungen und Sichtweisen aufeinandertreffen und so ein Prozess der Meinungsbildung entstehen kann. Bei der Auswahl der teilnehmenden Bürgerinnen und Bürger ist es darüber hinaus wichtig, darauf zu achten, dass Laien und nicht Experten einbezogen werden. Schließlich sollen die WWV-Bürgerdialoge dazu beitragen, die Meinungen der sonst nicht repräsentierten Öffentlichkeit in den jeweiligen politischen Entscheidungsfindungsprozess einzubringen.

Der Ablauf der Bürgerdialoge ist standardisiert und von der internationalen Koordination des weltweiten Prozesses weitgehend vorgegeben. Nach einer Begrüßung durch die Veranstalter und eines motivierenden Statements durch die Politik finden mehrere Diskussionsrunden in Kleingruppen statt. Jede Runde beginnt mit einem 5-10-minütigen Informationsvideo, das die wichtigsten Fakten zum jeweiligen Thema zusammenfasst und ggf. auch konträre Sichtweisen darstellt. Auf dieser Grundlage beginnen die Diskussionen an den Kleingruppentischen mit jeweils 5 bis 7 Bürgerinnen

und Bürgern. Die Gruppengröße soll eine Vielzahl an verschiedenen Meinungen zusammen bringen, aber dennoch jeder und jedem ermöglichen sich produktiv in die Diskussion einzubringen. Die Diskussionen werden von einem Moderator oder Moderatorin geleitet. Nach jeder Themen- bzw. Diskussionsrunde bekommen die Bürgerinnen und Bürger Stimmzettel ausgehändigt. Diese wurden im Vorfeld von der internationalen Koordination für alle teilnehmenden Länder erstellt. Die Abstimmungsfragen der Stimmzettel beziehen sich thematisch auf die jeweilige Diskussionsrunde, bei jeder Frage kann aus jeweils mehreren Antwortmöglichkeiten ausgewählt werden. Sobald die Bürgerinnen und Bürger ihre Abstimmungsbögen ausgefüllt haben, werden sie zur Stimmenauszählung eingesammelt und die Ergebnisse unmittelbar mit Hilfe eines Online-Tools an die internationale Koordination gemeldet, die die Ergebnisse aller teilnehmenden Länder sammelt. Nachdem alle Abstimmungsbögen einer Runde ausgewertet wurden, werden die Ergebnisse unmittelbar im Internet veröffentlicht.

1.3 Ergebnisse des Bürgerdialogs in Berlin

Bereits während der Bürgerdialoge am 6. Juni 2015 wurden laufend die Ergebnisse der Abstimmungen im Internet veröffentlicht. Auf der offiziellen Internetseite von WWV zu Klima und Energie unter <http://climateandenergy.wvwviews.org/results/> sind alle Ergebnisse abrufbar.

Ergebnisse Themenrunde 1: Die Relevanz des Klimaschutzes

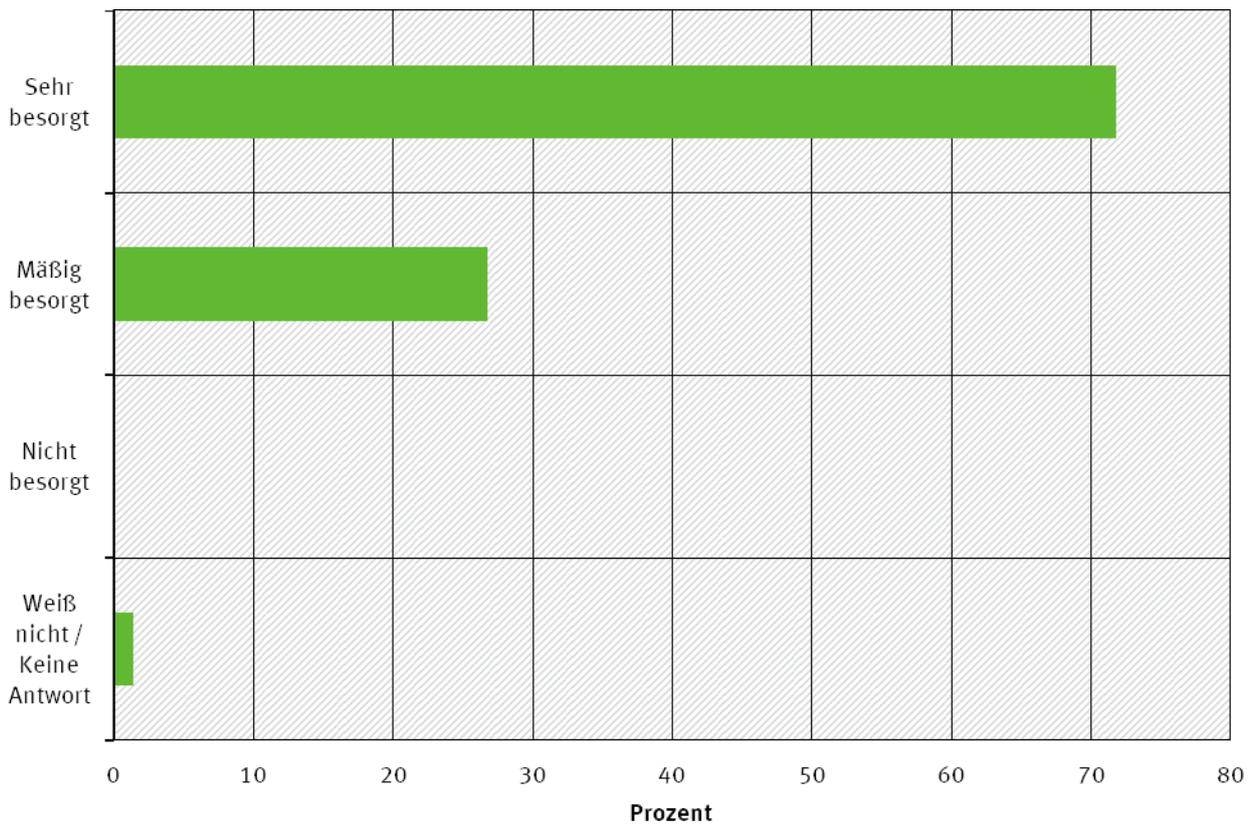
Die erste Arbeitseinheit behandelte allgemeine Themen in Bezug auf den Klimawandel und den internationalen Klimaschutz. Auf die erste Frage, inwiefern sie wegen der Folgen des Klimawandels besorgt sind, antworteten drei Viertel der Teilnehmenden, dass sie sehr besorgt seien. Mäßig besorgt war ein Viertel. Keine Stimme wurde für die Antwortoption „nicht besorgt“ abgegeben.

Eine weitere Frage betraf die Einschätzung wie der Klimaschutz die Lebensqualität der Menschen beeinflusst. In Berlin hielten zwei Drittel der Befragten Klimaschutzmaßnahmen für eine Möglichkeit die Lebensqualität zu verbessern, während ein Viertel sie als eine Gefährdung der Lebensqualität ansahen. Darüber hinaus beurteilten die Bürgerinnen und Bürger die Ergebnisse der Weltklimaverhandlungen der letzten Jahre sehr kritisch. 86% der Befragten waren der Meinung, dass sie seit der Verabschiedung der Klimarahmenkonvention von 1992 nicht genug zum Klimaschutz beitrugen. Interessant waren auch die Antworten der Teilnehmerinnen und Teilnehmer bei der Frage, wie dringend die Weltgemeinschaft auf den Klimawandel reagieren sollte. Drei Viertel der Befragten fanden, dass um jeden Preis alles Notwendige unternommen werden sollte, um den Anstieg der globalen Durchschnittstemperaturen auf höchstens 2°C zu begrenzen¹. Ein Fünftel fand, dass zwar ehrgeizige Maßnahmen ergriffen werden sollten, jedoch nicht um jeden Preis. Nur 3% der Bürgerinnen und Bürger fanden, dass sich am derzeitigen Vorgehen nichts ändern sollte. Dennoch sagten 69%, dass global der Fokus gleichermaßen auf dem Klimaschutz als auch auf der Klimafolgenanpassung liegen sollte. Dagegen wollte jede/r Vierte den Fokus hauptsächlich auf Klimaschutz legen.

Die Ergebnisse zeigen, dass Klimaschutzmaßnahmen von einem Großteil der Befragten befürwortet wird. Die Einhaltung der 2°C-Grenze „um jeden Preis“ wird von drei Viertel der Befragten gefordert.

¹ In Paris einigten sich die Vertragsstaaten auf die noch ambitioniertere Temperaturgrenze von „deutlicher unter 2 Grad Celsius“ (Artikel 2, Paragraph 1(a) der Vereinbarung von Paris (FCCC/CP/2015/10/Add.1)). Im Folgenden wird weiterhin von der „2°C-Grenze“ gesprochen.

Abbildung 1: Ergebnis zur Frage „Wie besorgt sind Sie wegen der Folgen des Klimawandels?“ in Deutschland



Quelle: WWV-Konsortium

Ergebnisse Themenrunde 2: Instrumente für den Klimaschutz

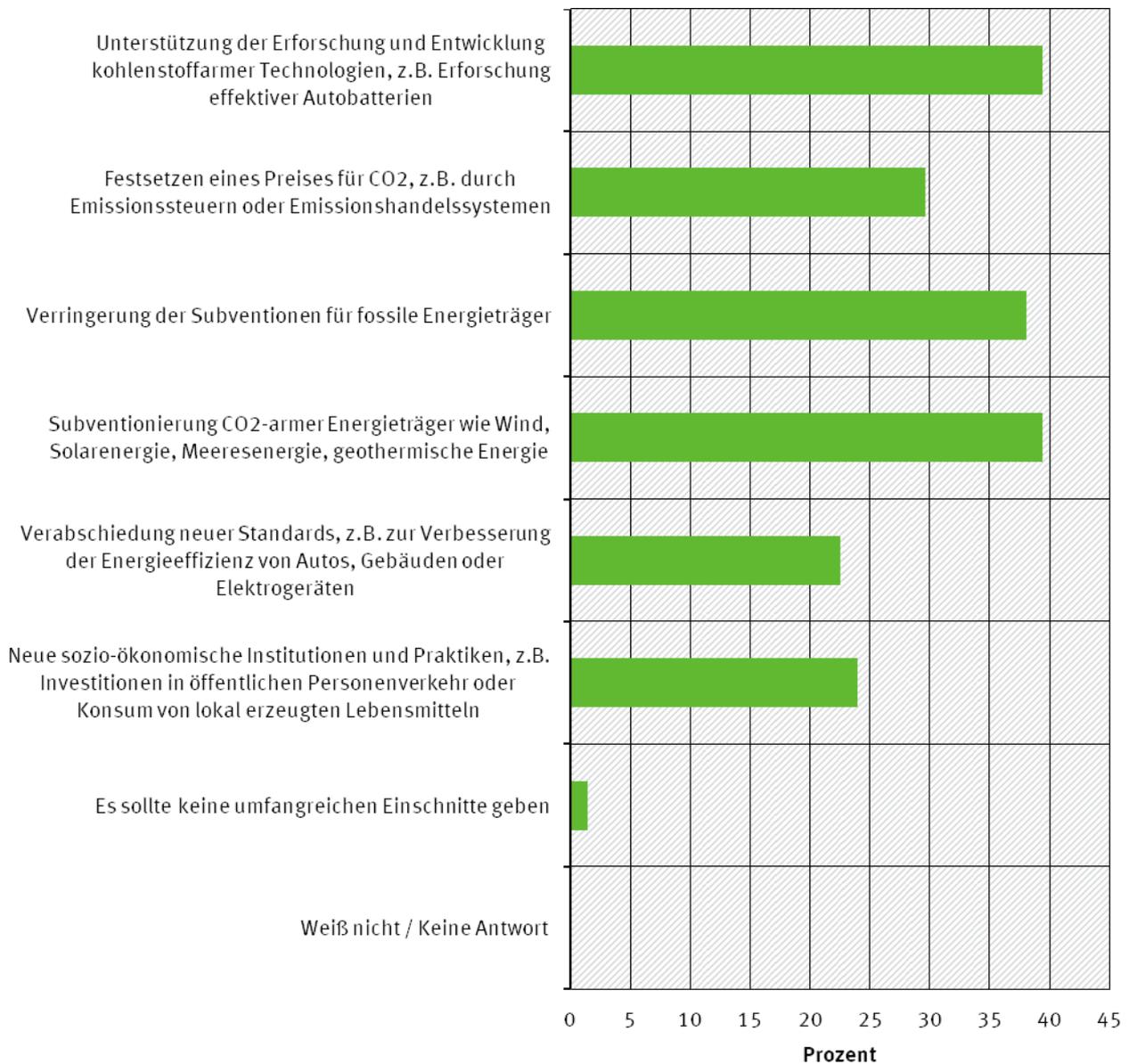
In der zweiten Arbeitseinheit ging es um konkrete Maßnahmen und Instrumente für den Klimaschutz. Hier wurden die Bürgerinnen und Bürger unter anderem gefragt, welche Ansätze sie zur Reduzierung der Emissionen von Kohlenstoffdioxid (CO₂) bevorzugen. Bei dieser Frage konnten die Teilnehmenden bis zu zwei Optionen aus einer Reihe unterschiedlicher Ansätze auswählen. Am häufigsten entschieden sich die Bürgerinnen und Bürger mit jeweils 39% für die Unterstützung der Erforschung CO₂-armer Technologien und die Subventionierung CO₂-armer Energieträger. Fast gleichauf mit 38% liegt die Verringerung der Subventionen für fossile Energieträger.

Eine weitere, damit in Verbindung stehende Frage war, wie die Welt mit der Erkundung neuer Lagerstätten fossiler Energieträger umgehen sollte. Jede/r Zweite wollte die Erkundung sämtlicher neuer Vorkommen stoppen. Nur die Erkundung neuer Kohlevorkommen zu beenden, fand Zustimmung bei 16% der teilnehmenden Bürgerinnen und Bürger. Für die weitere Erkundung von Vorkommen fossiler Energieträger plädierte jede/r Fünfte. Die Teilnehmenden wurden auch gefragt, ob sie die Einführung einer CO₂-Steuer befürworteten. Eine große Mehrheit bejahte dies: 13% würden eine solche für alle Staaten einführen und jede/r Zweite würde diese Steuer ebenfalls einführen, aber die Kosten für Staaten mit geringer Emissionsreduzierung erhöhen. Ein weiteres Drittel würde diese Steuer entsprechend dem Entwicklungsstand eines Landes festsetzen. 4% lehnen eine CO₂-Steuer ab.

Die Bürgerinnen und Bürger befürworteten demnach die Unterstützung Erneuerbarer Energien durch Subventionen. Darüber hinaus sprechen sie auch für die Begrenzung des Einsatzes von fossilen

Energieträgern aus, sei es durch deren Besteuerung bzw. Verringerung von Subventionen oder der Begrenzung der Förderung von Öl, Gas und Kohle.

Abbildung 2: Ergebnis zur Frage „Welche der folgenden Ansätze bevorzugen Sie für umfangreiche Einschnitte in die Treibhausgasemissionen?“ in Deutschland



Quelle: WWV-Konsortium

Ergebnisse Themenrunde 3: UN-Klimaverhandlungen und nationale Verpflichtungen

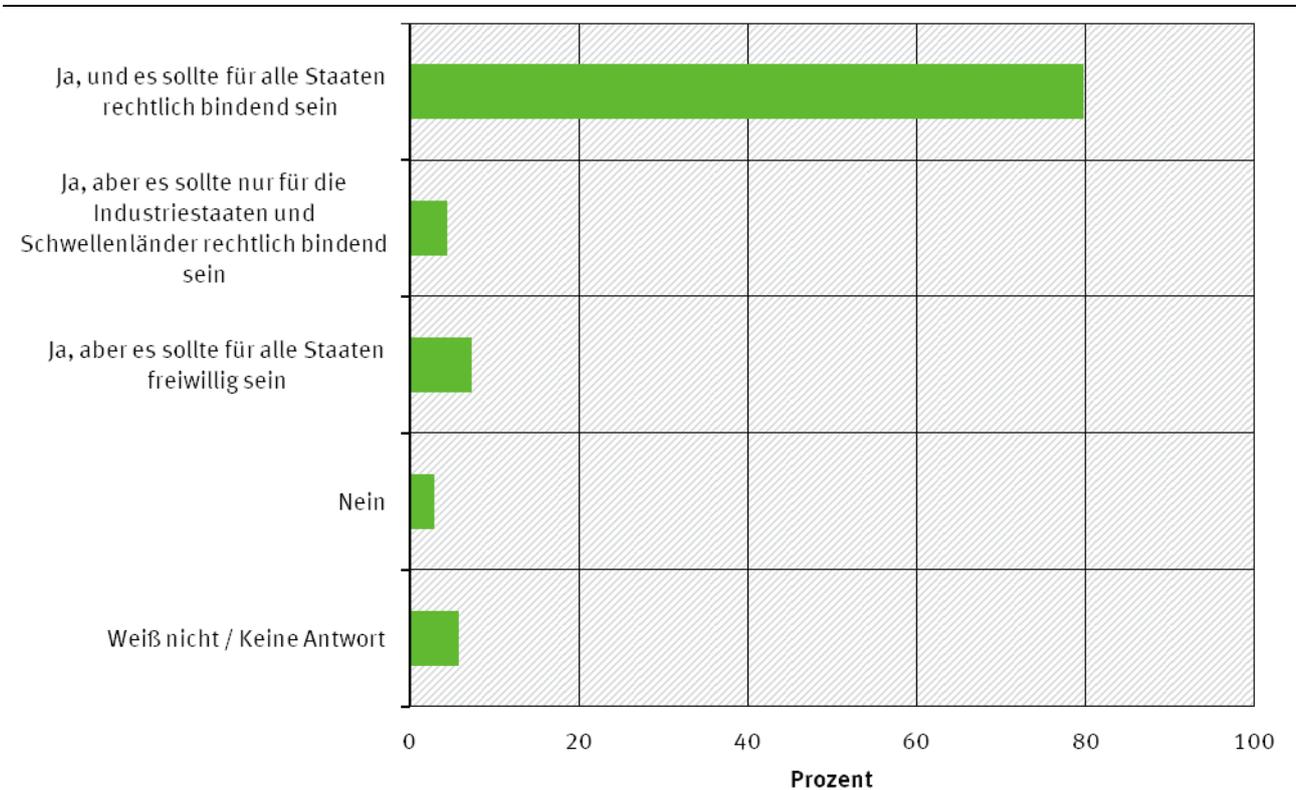
Die dritte Themenrunde behandelte die UN-Klimaverhandlungen. Bei der Frage, ob der Klimawandel in Deutschland eine nationale Priorität ist, waren die Meinungen gespalten: die Hälfte der Teilnehmenden fand, dass der Klimawandel für Deutschland eine nationale Priorität sei, 44% fanden, dass er das nicht sei. Unabhängig von dieser Einschätzung sagten 84% der Bürgerinnen und Bürger, dass der Klimawandel eine nationale Priorität sein sollte. Dementsprechend forderten 87% der Befragten, dass Deutschland seine Treibhausgasemissionen senken muss, selbst wenn viele andere Staaten dies nicht tun. Ein Zehntel würde eine Senkung der deutschen Emissionen von den Anstrengungen ande-

rer Staaten abhängig machen. Keiner der Teilnehmenden stimmte gegen eine Reduzierung der Emissionen.

Ähnlich wie in den vorherigen Arbeitseinheiten waren sich die Teilnehmerinnen und Teilnehmer in Berlin auch bei der Frage einig, ob sich die Staaten auf der Pariser Klimakonferenz im Dezember 2015 auf ein langfristiges Emissionsziel bis auf null verständigen sollten. Vier von fünf Befragten befürworteten ein solches Abkommen und waren der Meinung, dass es für alle Staaten der Welt völkerrechtlich bindend sein sollte. Dementsprechend gering waren die Anteile derer, die ein solches Abkommen entweder nur für die Industrie- und Schwellenländer verbindlich machen wollten (4%) oder komplett auf Freiwilligkeit setzten (7%).

Die Ergebnisse dieser Themenrunde zeigen ein Mal mehr, dass die Bürgerinnen und Bürger eine ambitionierte Klimaschutzpolitik wollen. Sie erwarten entsprechende Entscheidungen der Politik auf nationaler und internationaler Ebene.

Abbildung 3: Ergebnis zur Frage „Sollte ein Pariser Abkommen ein globales, langfristiges Ziel beinhalten, das eine Verringerung der Emissionen auf null bis Ende dieses Jahrhunderts vorsieht?“ in Deutschland



Quelle: WWV-Konsortium

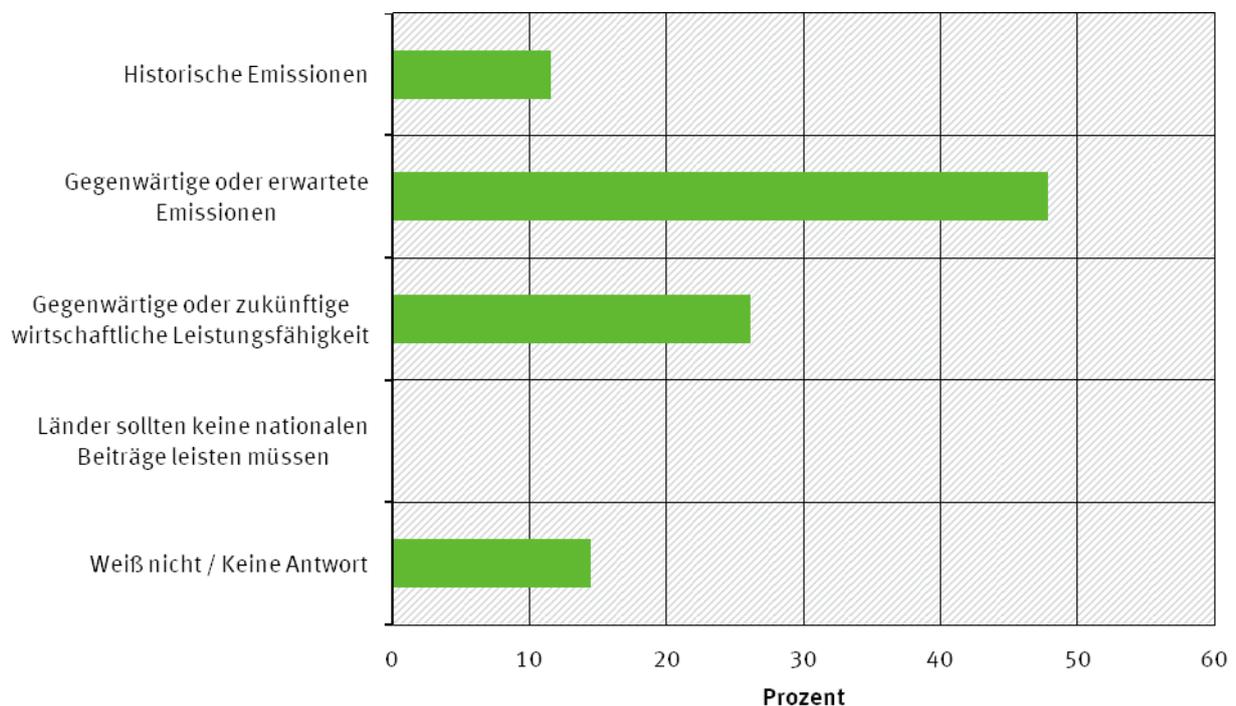
Ergebnisse Themenrunde 4: Gerechtigkeit und Verteilung

In der vierten Arbeitseinheit des Tages wurden die Probleme der Gerechtigkeit und Fairness in den Klimaverhandlungen thematisiert. Zunächst wurden die Bürgerinnen und Bürger gefragt, was sie für die geeignete Grundlage zur Festsetzung der nationalen Klimaschutzmaßnahmen halten. Die Hälfte der Befragten hielt die gegenwärtigen oder erwarteten Emissionen für die beste Option. Für die gegenwärtige oder zukünftige wirtschaftliche Leistungsfähigkeit eines Landes stimmte ein weiteres Viertel. Jede/r Zehnte der Befragten fand, dass die historischen Emissionen die beste Grundlage wären. 15% gaben keine Antwort.

Die Bürgerinnen und Bürger wurden auch nach ihrer Meinung zum Verhältnis der Industrie- und Entwicklungsländer gefragt. Es ging dabei insbesondere um die Differenzierung innerhalb der Gruppe der Entwicklungsländer. Es wurde gefragt, ob wohlhabendere Entwicklungsländer mehr zum Klimaschutz beitragen sollten als die ärmsten Staaten der Welt. Drei Viertel der Befragten waren der Meinung, dass reichere Entwicklungsländer eine eigene Kategorie seien. Sie sollten mehr Pflichten haben als die ärmsten Ländern, aber weniger Pflichten als die Industriestaaten. Dass die reicheren Entwicklungsländer dieselben Pflichten haben sollten wie die Industriestaaten fand ein Viertel der Teilnehmenden. Die Teilnehmenden wurden auch gefragt, ob nur die Industriestaaten in den grünen Klimafonds einzahlen sollten. 90% verneinten dies und fanden, dass auch die reicheren Entwicklungsländer Gelder für den Fonds bereitstellen sollten. Darüber hinaus sollten die Bürgerinnen und Bürger darüber abstimmen, ob die Entwicklungsländer ihre Maßnahmen zum Klimaschutz von der Finanzierung durch die Industriestaaten abhängig machen sollten. Fast zwei Drittel der Befragten verneinten dies. Ein Viertel war der Meinung, dass sie dies zumindest teilweise machen sollten. Und jede/r Zehnte würde es befürworten, wenn die Entwicklungsländer ihre Klimaschutzmaßnahmen komplett von der Finanzierung durch die Industriestaaten abhängig machen würden.

Die Teilnehmerinnen und Teilnehmer wollen die Lasten, die ein ambitionierter Klimaschutz mit sich bringt, auf mehr Schultern verteilen als bisher. So fokussieren sie sich nicht auf die historische Verantwortung der Industriestaaten, sondern sehen die jetzigen und für die Zukunft erwarteten Emissionen als wichtigen Maßstab zur Verteilung der Anstrengungen. Folgerichtig sprechen sich die Bürgerinnen und Bürger dafür aus, dass die Schwellenländer mehr Verantwortung übernehmen sollten.

Abbildung 4: Ergebnis zur Frage „Was wäre die beste Grundlage für die Festsetzung der nationalen Klimabeiträge?“ in Deutschland



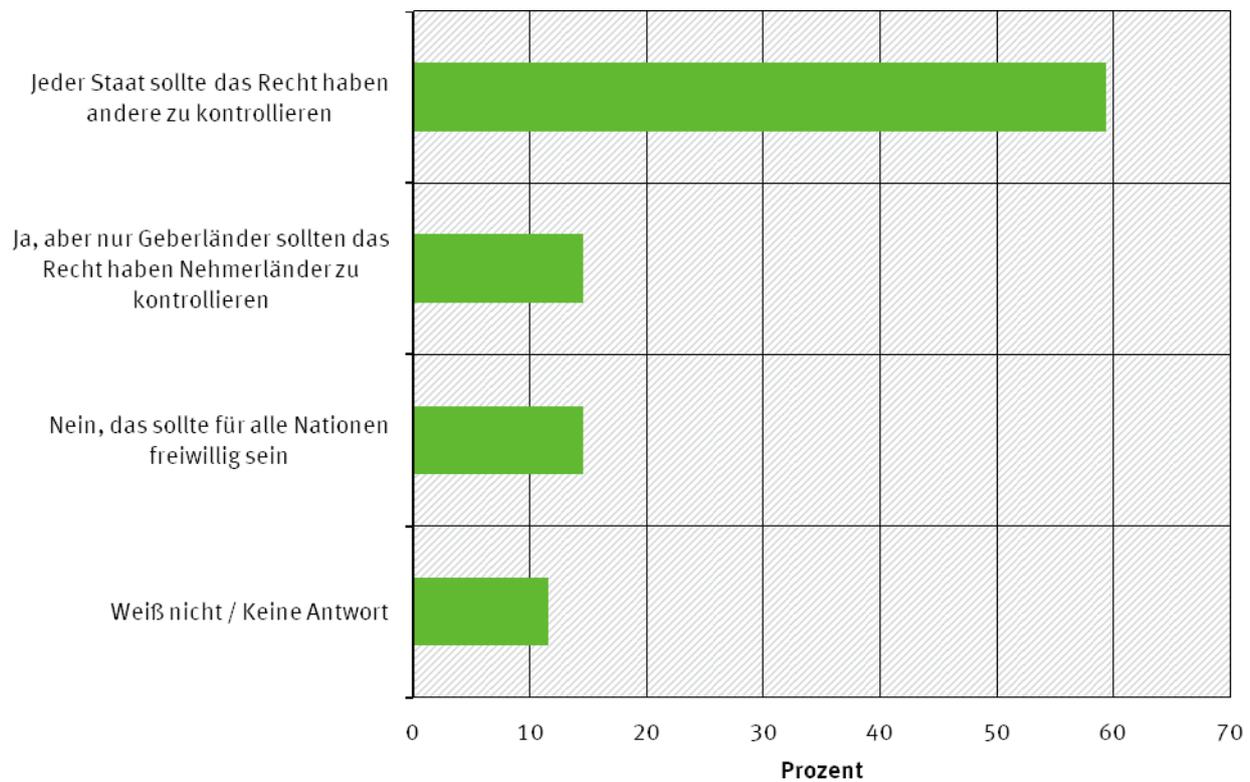
Quelle: WWV-Konsortium

Ergebnisse Themenrunde 5: Klimaversprechen abgeben und einhalten

In der fünften Themenrunde diskutierten die Bürgerinnen und Bürger die Ausgestaltung und Verbindlichkeit eines möglichen neuen Weltklimavertrages. Zunächst wurde über die Frage abgestimmt,

ob die Staaten sich in Paris auf ein Abkommen verständigen sollten, das vorsieht die globalen Klimaziele alle fünf Jahre anzupassen, anstatt immer wieder neue Verträge auszuhandeln. Diesem Vorschlag stimmten die Teilnehmenden mit 97% fast einstimmig zu. Auch auf die Frage, ob ein Pariser Klimaabkommen kurzfristige nationale Ziele beinhalten sollte, zeigten die deutschen Teilnehmerinnen und Teilnehmer wieder große Einigkeit: 84% stimmten der Aussage zu, dass es solche Ziele geben sollte und sie für alle Staaten völkerrechtlich verbindlich sein sollten. Dass es solche Ziele geben, aber sie nur für die Industriestaaten verbindlich sein sollten, fanden 3%. Nur ein Zehntel fand, dass keine kurzfristigen Ziele in ein Pariser Abkommen aufgenommen worden sollten und etwaige nationale Ziele damit freiwilliger Natur sein sollten.

Abbildung 5: Ergebnis zur Frage „Sollten die Staaten das Recht haben, die Berichte über Maßnahmen zum Klimaschutz und zur Klimafolgenanpassung wechselseitig zu kontrollieren?“ in Deutschland



Quelle: WWV-Konsortium

Eine weitere Frage zielte auf die Bewertung der Angemessenheit der nationalen Ziele ab. Die Teilnehmerinnen und Teilnehmer wurden gefragt, ob die UN oder eine Organisation auf UN-Ebene die Angemessenheit der nationalen Klimaschutzmaßnahmen beurteilen sollte. Eine Mehrheit von 58% fand, dass es eine solche Organisation geben sollte, die die Maßnahmen jedes Staates bewertet. Ein weiteres Drittel der Befragten befürwortete eine solche Bewertung, jedoch nur der globalen Anstrengungen. Wieder fast einstimmig stimmten die Teilnehmerinnen und Teilnehmer bei der Frage ab, ob die Staaten über ihre Emissionen und den Fortschritt ihrer Klimaschutzmaßnahmen jährliche Berichte erstellen und veröffentlichen sollten. 98% fanden, dass alle Staaten solche Berichte abliefern sollten, während 2% sagten, dass dies nur für die Industriestaaten verpflichtend sein sollte.

Eine der Fragen, die in ähnlicher Form auch in den internationalen Klimaverhandlungen für Kontroversen sorgen könnte, war, ob die Staaten gegenseitig ihre Klimamaßnahmen kontrollieren dürfen. Fast zwei Drittel befürworteten, dass jeder Staat die Möglichkeit haben sollte, jeden anderen Staat zu

kontrollieren. 15 % stimmten der Aussage zu, dass nur die Geberländer von Klimaentwicklungshilfe das Recht haben sollten die Nehmerländer zu kontrollieren. Weitere 15% lehnten solche Kontrollen ab.

Die teilnehmenden Bürgerinnen und Bürger befürworteten ein neues völkerrechtlich verbindliches Klimaabkommen, das bereits kurzfristige Zielvorgaben zur Emissionsreduzierung enthält. Außerdem sprachen sie sich mit großen Mehrheiten für weitgehende Transparenzpflichten und Kontrollmöglichkeiten aus.

Ergebnisse Themenrunde 6: Was können wir zum Klimaschutz beitragen?

Die sechste Arbeitseinheit unterschied sich in ihrer Ausgestaltung stark von den vorhergehenden Themenrunden. Diese offener gestaltete Themenrunde erlaubte den Bürgerinnen und Bürger eigene Vorschläge einzubringen.

Die zwei offenen Fragen und jeweiligen untergeordneten Fragen lauteten:

1. Was können Bürgerinnen und Bürger, was kann ich zum Klimaschutz beitragen?
 - ▶ In welchen Lebensbereichen (Wohnen, Arbeiten, Freizeit) kann ich selbst für Veränderungen sorgen?
 - ▶ Welche Veränderungen (z. B. finanziell oder im Lebensstil) sind für mich hinnehmbar?

2. Was sollte die Politik konkret tun?
 - ▶ um in Deutschland Fortschritte im Klimaschutz zu erzielen? Was ist konkret bei Wohnen, Arbeiten, Freizeit möglich?
 - ▶ um auf der internationalen Ebene Klimaschutz zu fördern?

Jede Teilnehmerin und jeder Teilnehmer erhielt jeweils drei Moderationskarten in zwei Farben, auf denen während oder im Anschluss an die Diskussion Ideen und Vorschläge aufgeschrieben werden sollten. Dabei sollten jeweils drei Vorschläge zu Frage 1 und drei Vorschläge zu Frage 2 abgegeben werden. Teilweise wurde jedoch mehr als ein Vorschlag auf eine Moderationskarte geschrieben bzw. es wurden mehrere Punkte in einem Satz genannt, so dass insgesamt mehr Vorschläge erarbeitet wurden. Eine Auswertung der einzelnen Kommentare zeigt, dass die meisten Empfehlungen zu der Frage „Was können Bürgerinnen und Bürger tun?“ ein verändertes Einkaufsverhalten (68 Kommentare) als Möglichkeit gesehen wird, zum Klimaschutz beizutragen, z.B. durch „weniger konsumieren“ (23) oder regionale und saisonale Produkte kaufen (18). Ein wichtiger individueller Beitrag zum Klimaschutz wird auch in der Reduzierung des Auto- und Flugverkehrs gesehen (57).

Bei der Diskussion von Maßnahmen, die die Politik ergreifen könnte, um Klimaschutz weiter zu fördern stand an erster Stelle die CO₂-Reduzierung im Verkehr. Über 40 Mal forderten die Bürgerinnen und Bürger beispielsweise den öffentlichen Nahverkehr billiger oder kostenlos anzubieten und Radwege weiter auszubauen.

Allgemein wurde empfohlen, bei der Ausgestaltung von Normen und Standards den Klimaschutz zwingend zu berücksichtigen (35). Nicht zuletzt wurde gefordert, dass die Politik sich noch stärker um Bildung und Aufklärung bemühen sollte (26), z.B. in Schulen und Kitas.

Im Folgenden sind die Ergebnisse der offenen Fragen aus der sechsten Themenrunde des deutschen WWV-Bürgerdialogs zusammengefasst dargestellt. Für die Auswertung wurden die Ergebnisse kategorisiert, d.h. gleichlautende oder ähnliche Vorschläge wurden unter einer Überschrift zusammengefasst. In den Klammern ist die Anzahl der Nennungen vermerkt.

Ergebnisse zu Frage 1: Was können die Bürgerinnen und Bürger tun?

- ▶ Einkaufsverhalten verändern (68)
- ▶ Auto- und Flugverkehr reduzieren (58)
- ▶ Strom und Wasser sparen (37)
- ▶ Häuser wärmedämmen; weniger und bewusster heizen (12)
- ▶ Mehr Aufklärung und Informationen zum Klimaschutz (12)
- ▶ Private Fonds zur Finanzierung des Klimaschutzes einrichten (2)

Ergebnisse zu Frage 2: Was sollte die Politik tun?

- ▶ CO₂-Emissionen im Verkehr verringern (40)
- ▶ Normen und Standards setzen, die den Klimaschutz berücksichtigen (39)
- ▶ Mehr Bildung / Aufklärung zum Klimaschutz (34)
- ▶ Finanzielle Förderung klimaschützender Maßnahmen (24)
- ▶ Wirtschaft zu mehr Kooperation ermuntern/ verpflichten (12)
- ▶ Aktive Klimaschutzpolitik betreiben/ Vorbild sein (12)
- ▶ Klimaschädigende Subventionen kürzen/ abschaffen (10)
- ▶ Weitere Vorschläge (8)
- ▶ Mehr Transparenz in der Klimapolitik (7)
- ▶ Strafen und Steuern für Klimasünder einführen (6)
- ▶ Internationale Zusammenarbeit beim Klimaschutz verstärken (6)
- ▶ Klimaforschung fördern (3)
- ▶ Klimaschutzprojekte in Entwicklungsländern fördern (3)
- ▶ Subventionierung klimafreundlicher Produkte (3)
- ▶ Finanzierung von Klimaschutzmaßnahmen sicherstellen (3)

1.4 Fazit: Der World Wide View-Prozess als ein Instrument der (internationalen) Bürgerbeteiligung

Am 6. Juni 2015 fand in Berlin ein erfolgreicher Bürgerdialog statt, an dem sich über 70 Bürgerinnen und Bürger aus allen Altersklassen (ab 18 Jahre) und unterschiedlicher Hintergründe beteiligten. Auf diese Weise hat Deutschland einen wichtigen Beitrag dazu geleistet, dass das bislang weltweit größte Beteiligungsverfahren zu einem Erfolg werden konnte. Viele, wenn auch nicht alle von den Teilnehmenden mehrheitlich unterstützten Positionen spiegeln sich im Abkommen von Paris wider (vgl. Kapitel 5) und so kann gesagt werden, dass WWV zu Klima und Energie einen Beitrag zum positiven Abschluss des Pariser Abkommens geleistet hat.

Darüber hinaus hat die Veranstaltung dazu beigetragen, Bürgerinnen und Bürger für die Themen Energie, Klimawandel und Klimaschutz zu sensibilisieren. Insbesondere in der letzten, auf Deutschland bezogenen Arbeitseinheit wurden sie dazu angeregt, über eigene Möglichkeiten des Handelns nachzudenken. Hier zeigte sich, dass beim Konsum und bei der Verkehrsmittelwahl ein Beitrag zum Klimaschutz geleistet werden kann. Weiterhin wurden die Teilnehmenden auch gebeten, Anregungen für die künftige Ausgestaltung der Klimapolitik zu geben. Dabei wurde die Relevanz von verbind-

lichen Normen und Standards betont, besonders im Verkehrsbereich, aber auch mehr Bildung und Aufklärung gewünscht.

Dass die Ergebnisse von der deutschen Politik wahrgenommen wurden, konnte u.a. durch deren interne Verbreitung im UBA und BMUB sowie durch Präsentationen im Umweltausschuss und auf einer Diskussionsveranstaltung mit dessen Vorsitzenden während der COP 21 sichergestellt werden.

Mit dem internationalen Prozess wurden annähernd 10.000 Menschen durch ihre Teilnahme an den Bürgerdialogen persönlich erreicht und in einen weltweiten Klimadialog eingebunden. Ihre Ansichten und Meinungen wurden in zusammengefasster Form den Delegationen und anderen zentralen Stakeholdern und Klima-Akteuren als Input mit auf den Weg nach Paris gegeben. Die Präsentationen und persönlichen Gespräche machten deutlich, dass es wichtig war, zunächst eine Vertrauensgrundlage zu schaffen. Vertrauen in die Ergebnisse des WWV-Prozesses konnte zum einen durch die gut durchdachte methodische Vorgehensweise erlangt werden, zum anderen spielte die Neutralität der Durchführungsträger (keine große Nichtregierungsorganisationen aus dem Umweltbereich, keine politischen Mandatsträger) eine wichtige Rolle. Damit die Methode auf allen Bürgerdialogen einheitlich angewandt werden konnte, wurden die sorgfältig ausgewählten nationalen Partnerorganisationen sowohl in Workshops als auch in mehreren Online-Seminaren geschult. Von der internationalen Koordination wurden außerdem die inhaltlichen Grundlagenmaterialien erstellt (Informationsbroschüre und –videos, Abstimmungsfragen) und an die Partner abgegeben sowie mit dem Online-Tool ein einheitlicher Zugang zu den Ergebnissen geschaffen.

Die Aufgaben bei der Verbreitung und Kommunikation der Ergebnisse teilten sich die Partner der internationalen Koordination und die lokalen Partner. So wurden von Missions Publiques und DBT die Ergebnisse aufbereitet und auf der internationalen Ebene vorgestellt, z.B. auf den Vorverhandlungen in Bonn und am Rande der UN-Generalversammlung in New York. Die lokalen Partner bemühten sich währenddessen, die Ergebnisse ihrer Bürgerdialoge und das globale Ergebnis in ihren Ländern zu präsentieren und zu verbreiten, insbesondere bei den nationalen Entscheidungsträgern.

Der Erfolg von WWV on Climate and Energy 2015 hat dazu beigetragen, die Methode als Möglichkeit der weltweiten Bürgerbeteiligung international bekannt zu machen. So gibt es beispielsweise Sondierungsgespräche mit Marokko, um die nächste COP durch WWV als bewährte Methode der Bürgerbeteiligung vorzubereiten und zu begleiten.

Die wissenschaftlich geprüften Informationsmaterialien, der Vertrauensaufbau durch wiederkehrenden und vertieften Austausch mit Akteuren auf der politischen Ebene und der Austausch mit Nichtregierungsorganisationen und Netzwerken haben zudem zu einer verstärkten Würdigung und Anerkennung des Souveräns, d.h. der Bürgerinnen und Bürger als die vom Klimawandel betroffenen, geführt. So haben die Gespräche mit Verantwortlichen im Sekretariat der Klimarahmenkonvention wie auch auf der nationalen Ebene verschiedener Länder deutlich gemacht, dass es ein Interesse gibt, den Aspekt der Partizipation zu stärken. In Artikel 12 des Pariser Abkommens wurde zwar die Bedeutung der „Beteiligung der Öffentlichkeit“ in der Klimapolitik festgehalten, jedoch wird darin Partizipation weder verbindlich festgeschrieben noch inhaltlich weiter konkretisiert. Vor diesem Hintergrund fordert die WWV-Allianz die Regierungen auf, das Schlagwort der Öffentlichkeitsbeteiligung nicht auf Konsultationen etwa mit Nichtregierungsorganisationen und Interessenverbänden zu reduzieren. Die Einbindung der Bürgerinnen und Bürger, die keiner solchen Organisation angehören bzw. sich nicht von ihnen vertreten fühlen, d.h. die nicht-organisierte Zivilgesellschaft, sollte weiterhin ermöglicht und ausgebaut werden. Dies gilt beispielsweise auch für die Formulierung und Ausgestaltung der nationalen Maßnahmen zur Umsetzung des globalen Rahmenvertrags. Hier könnte ein breit angelegter nationaler Beteiligungsprozess beratend dazu beitragen, realistische klimapolitische Prioritäten zu setzen und konkrete Maßnahmen zu entwerfen und als Vorschläge in den politischen Prozess einzubringen. Ein Beispiel ist die mehrheitlich gewünschte Einführung eines CO₂-Preises sowohl

in Deutschland wie auch weltweit. Wichtig ist dabei, dass das Beteiligungsangebot ernst gemeint ist und die Bürgerinnen und Bürger frühzeitig und ergebnisoffen eingebunden werden, damit sie die Chance erhalten, einen konstruktiven Beitrag zu leisten.

Summary

1.1 Background

In order to take into account the voice of the citizens of Germany on important future issues like climate change and climate protection, the Federal Environment Agency (UBA) and the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) took ownership of a civil dialogue ahead of the climate talks in Paris (COP 21) in December 2015. They commissioned the nexus Institute – with its partners in the international coordination The Danish Board of Technology Foundation and Missions Publiques, as subcontractors – to organise and implement a dialogue with the slogan “World Wide Views on Climate and Energy” on the national level in Germany, as well as analyse and disseminate the results.

The views of citizens on issues of climate change and climate protection should be formulated in the context of a brief but intense opinion-forming process in order to then evaluate them scientifically and also to make them available to the delegations of the climate negotiations. For this purpose, a citizens’ consultation was organized on 6th June 2015 in the German capital Berlin, where more than 70 people selected by random sample were informed, brought in an exchange of views and at the end of each work stage were able to take a vote on questions of key issues of the global climate talks. Not only people from Germany were able to join in the discourse on the relevant issues of climate change and climate protection in this way, but from a total of 76 countries, and on the same day. As a result, the discussion should reflect the mood of those who have to bear the consequences of climate change. Because the process was carried out in all participating countries in the same way, within a short time a global opinion of non-organised civil society emerged. This was published in the form of documentations and presentations and integrated into the international process.

1.2 Methods

A standardised procedure has emerged with WWV to give citizens a voice in major international negotiations, and it is, in principle, applicable to any socially relevant topic. The cornerstone of the process are local civil dialogues in participating nations, which all take place on the same day and as part of the same scheme. The around 100 participants are to be chosen to reflect the diversity of people in the country or region; in particular, they should represent the distribution of the total population in terms of gender, age, education and occupation. The basic idea is that people from many different backgrounds come together, different opinions and points of view meet and this can result in a process of opinion formation. When selecting the participating citizens, it is also important to ensure that laypeople and non-experts are included. The WWV citizen consultations should finally help to introduce the opinions of the otherwise unrepresented public in the policy making process.

The process of these citizens’ consultations is standardised and largely determined by the international coordination of the global process. After a welcome by the organisers and motivational statements by politicians, several rounds of discussions are held in small groups. Each round starts with a 5-to-10-minute information video that summarises the key facts about each topic and possibly also represents contrarian viewpoints. On this basis, discussions at small group tables start with 5 to 7 citizens each. The group size is set so as to bring a variety of different opinions together, but also to permit each and every person to contribute productively to the discussion. The discussions are led by a moderator or presenter. After each topic, ballots are handed out to the citizens. These were created for all participating countries in advance by the international coordination. Voting issues of each ballot relate thematically to the respective discussion, and citizens can choose from several possible answers for every question. Once citizens have filled out their voting sheets, they are collected for counting and the results are directly recorded and given to the international coordination, with the

help of online tools they collect the results of all participating countries. After all ballot sheets from one round are evaluated, the results are published instantaneously on the Internet.

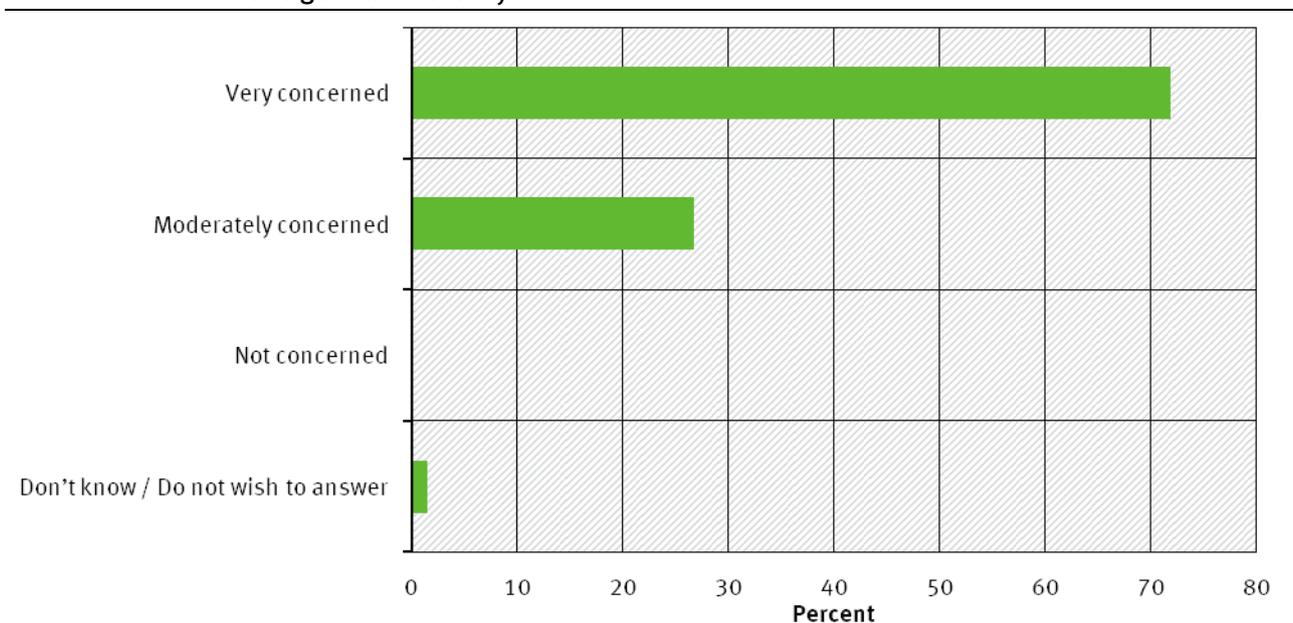
1.3 Results of the Citizen Consultation in Berlin

During the citizens’ consultations on 6th June 2015 the results of votes were published continuously on the Internet. All results are available on the official website of WWV on Climate and Energy under <http://climateandenergy.wwviews.org/results/>.

Results of Thematic Discussion Round 1: The Importance of Tackling Climate Change

The first unit of work referred to general issues related to climate change and mitigation. On the first question, to what extent they are concerned about the consequences of climate change, three quarters of participants said they were very worried. A quarter were moderately concerned. No vote was cast for the option “not worried”.

Illustration 6: Results to the Question “How concerned are you about the impacts of climate change?” in Germany



Source: WWV-Consortium

A further question concerned the assessment of how climate change mitigation affects people’s quality of life. In Berlin two thirds of respondents saw climate action as a way to improve the quality of life, while a quarter saw it as a threat to their quality of life. In addition, citizens assessed the results of the world climate talks in recent years very critically. 86% of respondents were of the opinion that they have not sufficiently contributed to climate protection since the adoption of the UNFCCC in 1992. The responses of the participants on the question of how much the international community should respond to climate change were also interesting. Three quarters of respondents found that everything necessary should be done to limit the increase in global average temperatures to 2°C,² and

² In Paris the contracting states agreed upon the much more ambitious temperature limit of “clearly under 2 degrees Celsius” (Article 2, Paragraph 1(a) of the Paris Agreement (FCCC/CP/2015/10/Add.1)). In the following we will continue to use the “2°C-limit”.

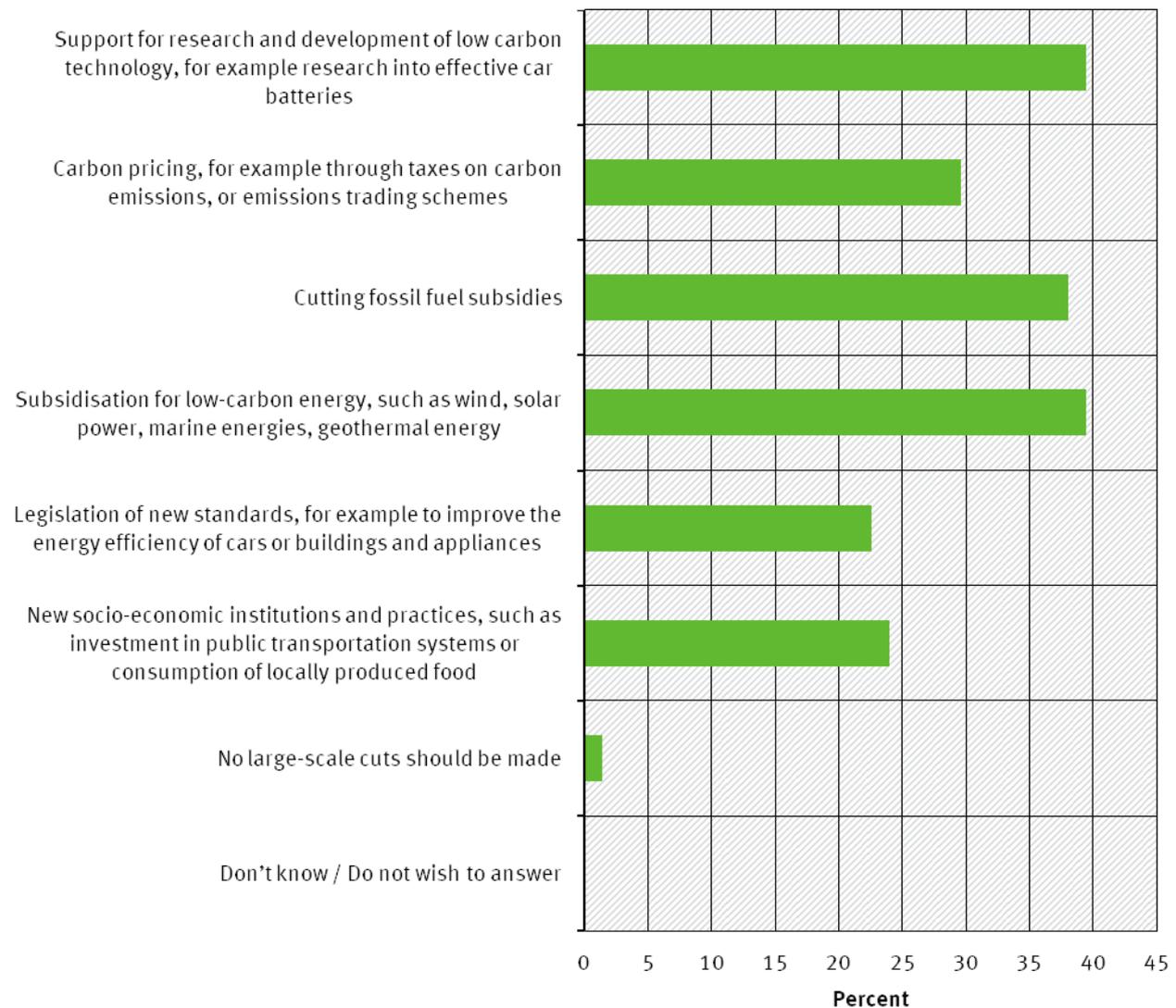
at all costs. One fifth thought that ambitious measures should be taken, but not at any price. Only 3% of citizens thought that the current approach should not be changed. Nevertheless, 69% said that, globally, the focus should be on climate change mitigation and adaptation equally. By contrast, every fourth person wanted to focus mainly on mitigation.

The results show that climate action is supported by a majority of respondents. Compliance with the 2°C limit “at any price” is demanded by three-quarters.

Results of Thematic Discussion Round 2: Tools to Tackle Climate Change

The second work unit focused on concrete measures and instruments for climate mitigation and adaptation. Here citizens were asked, amongst other things, which approaches they prefer for the reduction of carbon dioxide emissions (CO₂). Participants could select up to two options from a number of different approaches. Most common were the decisions of citizens to support research into low-CO₂ technologies and the subsidising of low-CO₂ energy sources, with 39% each. Almost on par with 38% was the reduction of subsidies for fossil fuels.

Illustration 7: Results to the Question “Which of the following approaches do you prefer for making large-scale cuts in greenhouse gas emissions?” in Germany



Source: WWV-Consortium

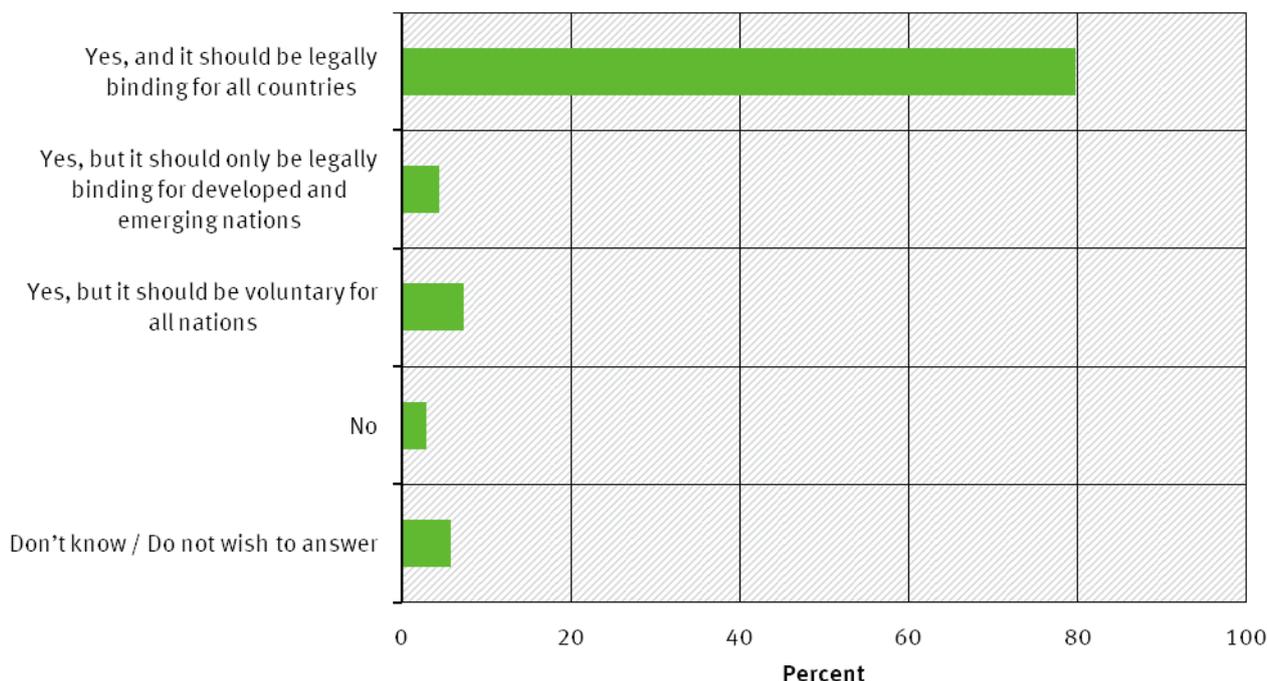
A further related question was how the world should deal with the exploration of new deposits of fossil fuels. One of every two participants wanted to stop exploring all new deposits. 16% of participating citizens were in agreement with only ending the exploration of new coal deposits. Every fifth participant advocated the further exploration of deposits of fossil fuels. The participants were also asked whether they favour the introduction of a CO₂ tax. A large majority said yes: 13 % would introduce such a tax for all countries and every second participant would also introduce this tax, but increase the cost for countries with low emissions reductions. Another third would assess this tax in accordance with the development of a country. 4% rejected a CO₂ tax.

The citizens are therefore in favour of supporting renewable energy through subsidies. Moreover, they agree on limiting the use of fossil fuels, whether through taxation, reducing subsidies or limiting the extraction of oil, gas and coal.

Results of Thematic Discussion Round 3: UN Negotiations and National Commitments

The third thematic discussion round addressed the UN climate negotiations. When asked whether climate change is a national priority in Germany, opinion was divided: half of the participants found that climate change is a national priority for Germany, 44% found that it is not. Irrespective of this assessment, 84% of citizens claimed that climate change should be a national priority. Accordingly, 87% of respondents demanded that Germany reduce its greenhouse gas emissions, even if many other countries do not. A tenth would make a reduction of German emissions dependent on the efforts of other nations. None of the participants voted against a reduction in emissions.

Illustration 8: Results to the Question “Should a Paris agreement include a global long-term goal for zero emissions at the end of this century?” in Germany



Source: WWV-Consortium

Similar to the previous work units, the participants in Berlin agreed also with the question on whether the states at the Paris climate conference in December 2015 should agree to a long-term emission target of zero. Four out of five respondents were in favour of such an agreement and were of the opinion that there should be international law binding all nations. Accordingly low were the proportions

of those who would either make such an agreement binding only for developed and emerging countries (4%) or completely voluntary (7%).

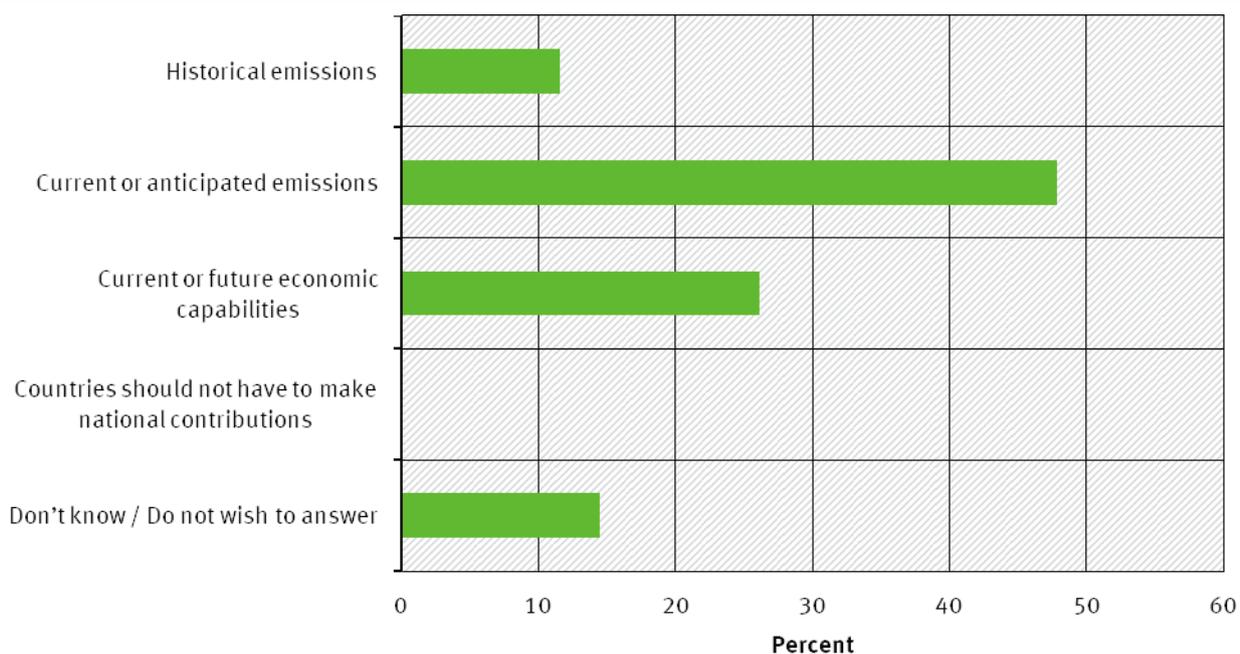
The results of this discussion round show once again that the citizens want ambitious climate action. They await appropriate policy choices at the national and international levels.

Results of Thematic Discussion Round 4: Fairness and Distribution of Efforts

In the fourth working session of the day, the problems of justice and fairness in climate negotiations were discussed. First, citizens were asked what they think is the appropriate basis for setting national climate change policies. Half of the respondents considered current or expected emissions to be the best option. A further quarter agreed upon the current or future economic performance of a country. A tenth of respondents felt that historic emissions would be the best foundation. 15% gave no answer.

The citizens were asked for their opinion on the relationship between developed and developing countries, and in particular the differentiation within the group of developing countries. They were asked whether wealthier developing countries should contribute more to climate mitigation and adaptation than the poorest countries in the world. Three quarters of the respondents were of the opinion that the richer developing countries constituted a separate category. They should have more obligations than the poorest countries, but fewer obligations than developed countries. The proposal that the richer developing countries should have the same obligations as developed countries was agreed upon by a quarter of the participants. Participants were also asked whether only developed nations should pay into the Green Climate Fund. 90% denied this and found that the richer developing countries should also make money available for the fund. In addition, citizens voted on whether the climate change action measures of developing countries should depend on funding from developed countries. Almost two thirds of respondents answered negatively. A quarter felt that they should do this at least partly. Every tenth citizen supported the idea that developing countries make their climate mitigation actions completely dependent on financing by developed nations.

Illustration 9: Results to the Question “What would be the best basis for setting the ambition of national climate contributions?” in Germany



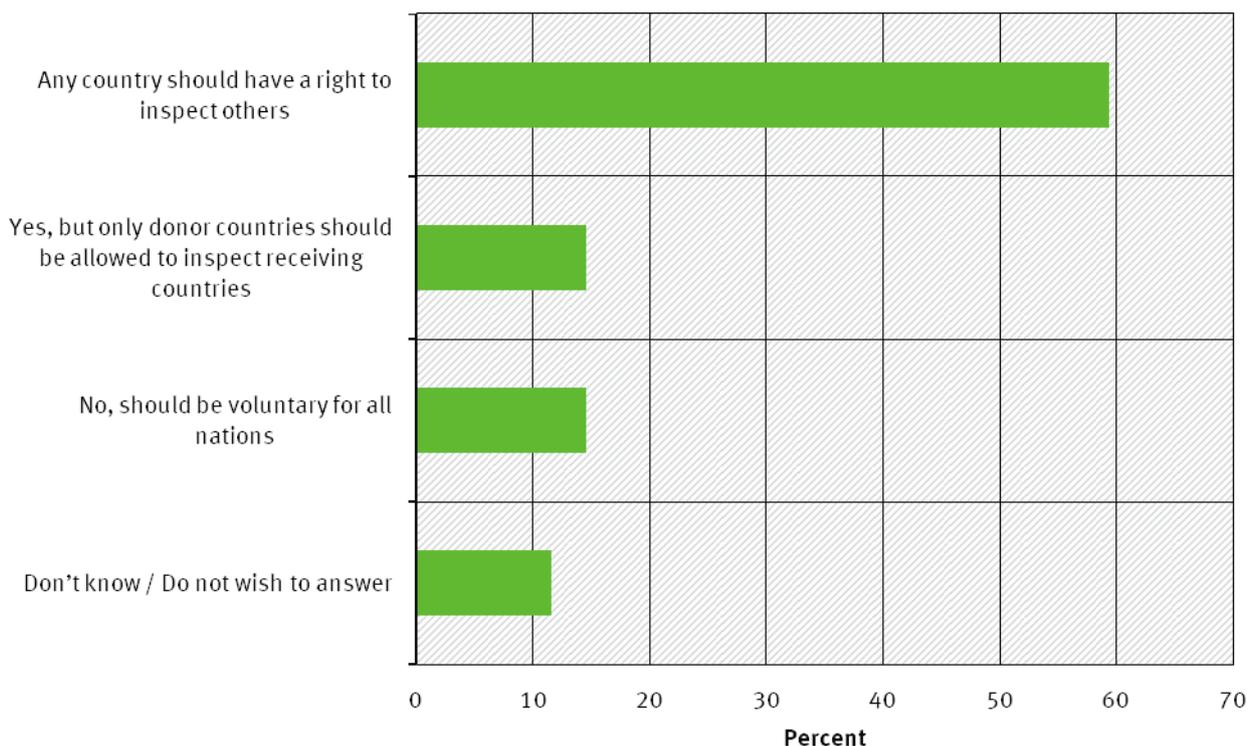
Source: WWV-Consortium

Participants want to spread the burdens that ambitious climate action brings over more shoulders than before. They do not focus on the historical responsibility of developed countries, but look at the current and expected future emissions as an important measure of the distribution of efforts. Consequently, citizens advocate that emerging economies should take more responsibility.

Results of Thematic Discussion Round 5: Making and Keeping Climate Promises

In the fifth round, citizens discussed the design and binding character of a possible new global climate treaty. First they voted on the question of whether nations should agree to an agreement in Paris that provides for adapting the global climate targets every five years, rather than repeatedly negotiating new contracts. This proposal was voted for almost unanimously with 97%. On the question of whether a Paris climate agreement should include short-term national goals, German participants once more showed broad agreement: 84% agreed with the statement that there should be such goals and they should be binding under international law for all states. 3% found that there should be such goals, but they should be binding only for developed countries. Only a tenth found that no short-term goals should be included in a Paris agreement and any national targets should be voluntary in nature.

Illustration 10: Results to the Question “Do you think that countries should have the right to inspect each other’s reporting of mitigation and adaptation efforts?” in Germany



Source: WWV-Consortium

Another question was aimed at evaluating the adequacy of national targets. Participants were asked whether the UN or an organisation on the United Nations level should assess the adequacy of national climate mitigation and adaptation measures. A majority of 58% felt that there should be such an organisation, which evaluated the actions of each nation. Another third of the respondents are in favour of such an evaluation, but only based on the entire global effort. Again the participants agreed almost unanimously on the question of whether the states should create and publish annual reports

on their emissions and the progress of their climate action measures. 98% found that all states should deliver such reports, while 2% said that it should be mandatory for developed countries only.

One of the questions that, in a similar form, could provide for controversy in the international climate negotiations was whether states are allowed to monitor their climate actions mutually. Nearly two-thirds were in favour of each state being able to control any other state. 15% agreed with the statement that only donor countries of climate financing should have the right to control recipient countries. Another 15% rejected any such controls.

Participating citizens favour a new internationally binding climate agreement that already contains short-term targets for reducing emissions. They were also in the large majority for extensive transparency obligations and control.

Results of Thematic Discussion Round 6: How can we contribute to climate action?

The sixth unit of work strongly differed in its design from the preceding discussion rounds. This open form of thematic discussion allowed the citizens to contribute their own suggestions.

The two open questions and relevant subordinate questions were:

1. What can citizens and what can I contribute to climate protection?
 - ▶ In which areas of life (housing, employment, leisure) can I make changes myself?
 - ▶ What changes (e.g. financial or lifestyle) are acceptable for me?
2. What should the government specifically do?
 - ▶ to make progress on climate mitigation and adaptation in Germany? What exactly is possible in respect to housing, employment, leisure time?
 - ▶ to promote climate protection at the international level?

Each participant received three index cards in two colours, on which ideas and proposals should be written down during or subsequent to the discussion. Here, three proposals to Question 1 and three proposals to Question 2 were to be submitted. In some instances, however, more than one proposal was written on a card or several points were mentioned in the same sentence, so that more proposals were made than intended. An evaluation of the individual comments shows that most of the recommendations to the question “What can citizens do?” saw a change in the purchasing behaviour as an opportunity (68 comments) to contribute to climate protection, for example, by “consuming less” (23) or purchasing regional and seasonal products (18). An important individual contribution to climate change was understood as the reduction of road and air transport (57).

In the discussion of measures which policy makers can seize to further promote climate action, the reduction of CO₂ in traffic came first. For example, citizens demanded cheaper or free public transport and the expansion of bicycle paths about 40 times.

Overall it was recommended that the climate should be considered in the formulation of industry norms and standards (35). Last but not least it was demanded that the government should step up its efforts in training and education (26), in schools and day care centres for example.

In the following the results of the open questions from the sixth thematic discussion round of the German WWV citizen’s consultation are summarised. The results were categorised for evaluation; identical or similar proposals were merged under one heading. The number of nominations stated is in parentheses.

Results to Question 1: What can citizens do?

- ▶ Change purchasing behaviour (68)
- ▶ Reduce car and airplane travel (58)
- ▶ Save electricity and water (37)
- ▶ Insulate houses; heat less and more consciously (12)
- ▶ More education and information on environmental protection (12)
- ▶ Set up a private fund for financing climate action (2)

Results for question 2: What should the government do?

- ▶ Reduce CO₂ emissions in transport (40)
- ▶ Set norms and standards which take the climate into account (39)
- ▶ More education/awareness on climate change (34)
- ▶ Fund climate action measures (24)
- ▶ Encourage/obligate more cooperation with businesses (12)
- ▶ Practice an active climate policy/be a role model (12)
- ▶ Reduce/abolish climate-damaging subsidies (10)
- ▶ Other suggestions (8)
- ▶ More transparency in climate policy (7)
- ▶ Introduce penalties and taxes for polluters (6)
- ▶ Reinforce international cooperation on climate change (6)
- ▶ Promote climate research (3)
- ▶ Promote climate mitigation and adaptation projects in developing countries (3)
- ▶ Subsidise climate-friendly products (3)
- ▶ Secure finance for climate action (3)

1.4 Conclusion: The World Wide View Process as an Instrument of (international) Citizen Participation

On 6th June 2015, a successful citizen's consultation was held in Berlin, in which more than 70 citizens of all ages (over 18) and different backgrounds participated. Germany has made an important contribution to ensuring that the world's largest participation process so far was a success. Many, if not all, positions supported by the majority of participants are reflected in the Treaty of Paris (see Chapter 5) and thus it can be said that WWV on Climate and Energy has contributed to the successful completion of the Paris Agreement.

In addition, the event has contributed to sensitising citizens on the issues of energy, climate change and protection. In particular, in the last working unit related to Germany, they were encouraged to think about their own opportunities for action. This showed that a contribution to climate protection can be made through consumption and in the choice of transport. Furthermore, participants were also asked to make suggestions for the future development of climate policy. The relevance of bind-

ing norms and standards was emphasised, particularly in the transport sector, but more education and awareness was also expressed.

The fact that the results were taken seriously by German politics was ensured by their internal distribution at the UBA and BMUB and through presentations before the Committee on the Environment of the Bundestag and in a discussion meeting with its chairwoman during COP 21.

Approximately 10,000 citizens were reached face-to-face in the international process through their participation in citizen consultations and integration into a global dialogue on climate change. Their views and opinions were presented in summarised form to delegations and other key stakeholders and climate-actors as input on the way to Paris. Presentations and personal conversations made it clear that it was important to first create a basis of trust. Confidence in the results of the WWV process could be obtained firstly through the well thought out methodical approach, and on the other hand the neutrality of the local organisers (no large NGOs from the environmental sector, no political actors) played an important role. In order to ensure that the methods could be applied uniformly to all citizens' consultations, the carefully selected national partner organisations were trained both in workshops and in several online seminars. The substantive basis materials were created by the international coordination (information brochure and videos, poll questions) and delivered to the partners, along with the online tool offering equal access to the results.

The tasks of the dissemination and communication of results was shared by international coordination partners and local partners. The results were prepared by Missions Publiques and DBT and presented at the international level, for example at the preliminary negotiations in Bonn and alongside the UN General Assembly in New York. During this time local partners sought to present and to spread the results of their citizens' consultations and the global outcome in their countries, particularly to the national decision-makers.

The success of WWV on Climate and Energy in 2015 has helped to establish recognition for the method internationally as a possibility for global citizen participation. There are, for example, exploratory talks with Morocco, to prepare and accompany the next COP through WWV as a best practice of citizen participation.

The scientifically accurate information materials, the trust built through recurrent and serious exchange with actors on the political level, and the exchange with non-governmental organisations and networks led to an increased appreciation and the recognition of the sovereign, that is, the citizens who are those affected by climate change. Talks with leaders in the Secretariat of the UNFCCC as well as at the national level in various countries have made it clear that there is an interest to strengthen the issue of participation. In Article 12 of the Paris Agreement, the importance of "public participation" in climate policy was upheld, but participation here is neither binding nor the content further specified. Against this background, the WWV Alliance calls on governments not to reduce the keyword of public participation to consultations with NGOs and interest groups. The involvement of citizens who are not members of such organisations, or do not feel represented by them, that is, the non-organised civil society, should continue to be facilitated and expanded. This applies for example also to the formulation and refinement of national measures to implement the global framework contract. Here, a broad national participation process could contribute advice to set realistic climate policy priorities and to design concrete measures to introduce as proposals in the political process. An example is the desired introduction of a CO₂ tax both in Germany and worldwide by the majority. It is important that the participation offer is serious and that citizens are involved in a timely and open-ended manner, so that they get the chance to make a constructive contribution.

1 Introduction: Global Citizens Consultation on Climate and Energy

Urgent global issues such as climate change and the security of energy supply will be discussed and negotiated by heads of state and government leaders at the international level, but without including directly those individually concerned, i.e. the world's population. (Future) climate change will have a direct impact on the daily lives of many people, but they have neither access to nor influence on the negotiations and decisions at the global level. Countries discuss future objectives and the ways and means to achieve them as well as funding and burden sharing at major international conferences.

In the area of climate change, the United Nations Framework Convention on Climate Change, adopted in 1992, defines the scope of annual climate negotiations. At these Conferences of the Parties (COP), representatives of all 197 state parties discuss and decide on global climate mitigation and adaptation efforts. Many stakeholders have access to the negotiations to some extent or can contact delegates. In addition to representatives of business, there are the large, internationally networked environmental and conservation organisations. Non-organised civil society, that is, the vast majority of citizens who do not belong to such organisations, couldn't contribute to the negotiation process and thus global decisions on climate action until now.

With the initiative for the global participation of citizens "World Wide Views" (WWV) started by Denmark and France in 2009, a possibility has been created to provide the non-organised civil society with a platform to share their voice. The methodological core of this participation process is that, on the same day, citizens possibly from all contracting states would be initially informed on the status of international negotiations and then would have a chance to discuss the negotiation-related issues. In this way they form an opinion and then vote individually. This global opinion is then analysed and presented to the actors in the international negotiations in an aggregated form.

The central themes of the global climate negotiations of COP 21, which took place in December 2015 in Paris, were the focus of this project. Germany played an important role here: as a pioneer of energy transition, as the strongest economic nation in Europe, as the seat of the Secretariat of the UN Framework Convention on Climate Change as well as the regular negotiation rounds held in Bonn.

The Federal Environment Agency (UBA) and the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) agreed to take ownership of such a civil dialogue in Germany in this context. They tasked the nexus Institute – with its partners in the international coordination as subcontractors – to organise and implement the dialogue with the slogan "World Wide Views on Climate and Energy" on the national level in Germany, as well as analyse and disseminate the results.

Environmental associations or similar advocates for climate and environmental protection were explicitly not involved in the process. Since these associations are organised globally, they already have access to the international negotiating table – at least as a lobbying force and in the position of the critical observer. Non-organised civil society so far has lacked such a possibility; this should be made possible with the help of WWV.

The views of citizens on issues of climate change and climate action was to be determined in the context of a brief but intense opinion-forming process in order to then assess them scientifically and also to make them available to the delegations of the climate negotiations. For this purpose, a citizens' consultation was organised on 6th June 2015, in the German capital Berlin, which informed more than 70 people selected by random sample, brought in an exchange of views and allowed them at the end of each work stage to take a vote on questions of key issues of the global climate talks. Not only people from Germany were able to join in the discourse on the relevant issues of climate change in this way, but from a total of 76 countries, on the same day. As a result, the discussion should reflect the mood of the people who have to bear the consequences of climate change. Because the process

was carried out in all participating countries in the same way, within a short time a global opinion of non-organised civil society emerged. This was published in the form of documentations and presentations and integrated into the international process. This report documents both the process and the results of the citizen's consultation. The results of the dialogue conducted in Germany are described in detail, and then correlated with the global outcome of the consultations. The project was also to provide information about how this is apt as a tool for future citizen participation. An assessment will follow in this report.

Summary of voting results

76 countries took part in the citizens' consultations on "World Wide Views on Climate and Energy" with a total of 97 dialogues. Globally some 10,000 citizens voiced their views. They deserve special thanks for their engagement. The discussion results of the dialogue show that citizens expect their governments to commit more to climate action. 76% of participants in Berlin agreed that nations "should decide in Paris to do whatever it takes to limit temperatures exceeding 2°C warming." Worldwide 63% agreed with this statement. 89% of participants worldwide believed that climate change should be at the very top of the list of priorities of their government; in Germany 84%. The participants were of the opinion that Germany should play a pioneering role. 87% in Berlin agreed with the statement that Germany should reduce its greenhouse gas emissions, even if many other countries do not follow suit. On a global average, 79% of the participants called for this from their respective governments.

These and all other results from the WWV citizen consultations on Climate and Energy were given to the national delegations on their way to the Paris climate conference in December 2015, as well as at the preliminary negotiations in Bonn, and presented in numerous events.

2 The World Wide Views Process

2.1 The Citizens Consultations on World Wide Views so far

The method which the WWV process is based upon was developed by The Danish Board of Technology (DBT) in 2008. The DBT is a Danish foundation, which deals with both, the consultation of political actors on different topics as well as the participation of citizens in decision making. As the name World Wide Views suggests, citizen participation is meant to be made possible on a global scale using this method. The first international WWV citizen consultation on global warming was carried out ahead of the Copenhagen climate talks of 2009. Events took place in late September 2009 in 38 countries and were attended by 4,000 citizens. After this successful debut, the method was reissued a few years later under another thematic context. Ahead of the Biodiversity Conference of the United Nations (UN) in Hyderabad, India, a global citizen consultation was carried out in 2012 following the WWV model. 3,000 citizens participated in 25 countries. On 6th June 2015, the largest ever WWV citizen consultation took place: half a year before the beginning of the UN Climate Change Conference in Paris, 10,000 citizens in 97 locations in 76 countries discussed the topics of climate and energy. In France alone – as the host of the COP in December – 13 events were organised. All continents were represented, including 13 island states that are particularly affected by rising sea levels.

2.2 World Wide Views Method

A standardised procedure has emerged with WWV to give citizens a voice in major international negotiations, and it is, in principle, applicable to any socially relevant topic. The cornerstone of the process are local civil dialogues in participating nations, which all take place on the same day and as part of the same scheme. The around 100 participants are to be chosen to reflect the diversity of the people in the country or region, in particular they should represent the distribution of the total popu-

lation in terms of gender, age, education and occupation. The basic idea is that people from many different backgrounds come together, different opinions and points of view meet and this results in a process of opinion formation. When selecting the participating citizens, it is also important to ensure that laypersons and non-experts are included. The WWV citizen consultations should finally help to introduce the opinions of the otherwise unrepresented public in the policy making process.

Since the participants are not experts, it must simultaneously be ensured that before any decision-making, adequate and scientifically correct information is provided. This is guaranteed through an information brochure and short informational videos that represent a summarised state of scientific knowledge on the topic. These materials are created centrally by the international coordination in English and other languages and translated by the partners into the respective national languages. The brochure is sent to participants a few days before the event. All participating citizens in all citizens' consultations therefore have access to the same basic information, which they can then discuss.

Illustration 11: Impressions of WWV Citizen Consultations around the World



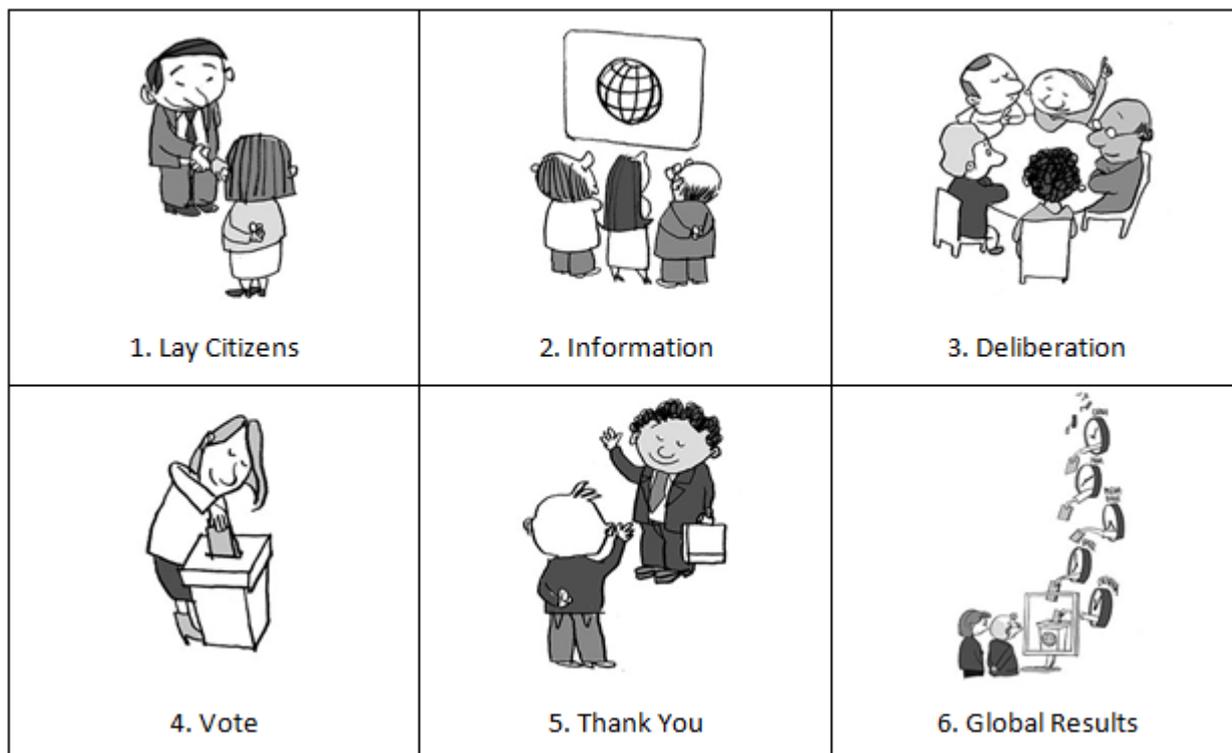
Source: WWV-Consortium

2.3 The Process of a WWV Citizen Consultation

The process of civil dialogue is standardised and largely determined by the international coordination of the global process. After a welcome by the organisers and motivational statements by politicians, several rounds of discussions in small groups are held. Each round starts with a 5-to-10-minute information video that summarises the key facts about each topic and possibly also represents contrarian viewpoints. On this basis, the discussions at small group tables start with 5 to 7 citizens each. The group size is to bring a variety of different opinions together, but also to permit each and every person to contribute productively to the discussion. The discussions are led by a moderator or presenter, who contributes no additional information or personal opinion. After each topic ballots are handed out to citizens. These were created for all participating countries in advance by the international coordination. Voting issues of each ballot relate thematically to the respective discussion, and citizens can choose from several possible answers for every question. Once citizens have filled out their voting sheets, they are collected for counting and the results are directly recorded and given to the international coordination with the help of online tools that collect the results of all participat-

ing countries. After all ballot sheets from one round are evaluated, the results are published instantaneously on the Internet.

Illustration 12: The standardised process of WWV Citizens' Consultations



Source: WWV Consortium

3 World Wide Views on Climate and Energy 2015

3.1 Preparation

3.1.1 Development of Content

The contents and information materials for the WWV citizen dialogues in 2015 were developed by the international coordination and consisted of three components: 1. an information brochure, 2. multiple informational videos and 3. the voting ballots for the citizen consultation on 6th June 2015. The information brochure comprising of the most important facts on climate change and energy supply was written and prepared by science journalist Gerard Wynn. The information videos were designed and created in cooperation with the agency Biofaction. The poll questions were developed in cooperation with more than 30 stakeholders, including contacts in UN agencies, the private sector, non-governmental organisations and climate experts. They were then tested with the help of focus groups consisting of citizens in France, Japan, Uganda and the United States. In the international coordination's preparation of materials, they were assisted by a scientific advisory board, which also included authors of the reports of the Intergovernmental Panel on Climate Change (IPCC). Through this process, the scientific accuracy of materials, their comprehensiveness and the relevance of the themes presented were ensured. The aim was to inform citizens on the main issues that were to be negotiated as a priority at the climate change conference in Paris. Organisers in the various countries then were given the task of translating materials into their local languages.

Illustration 13: Screenshot from an Information Video



Source: Biofaction

3.1.2 Inviting Citizens

In spring 2015 the nexus Institute was commissioned with the coordination of the German contribution to the WWV citizen's consultation and the organisation of the event. To achieve the goal of having as diverse of a participation in the citizen's consultation as possible, 3,500 addresses were determined by random sample from the official population register. In mid-May 2015 the randomly selected citizens were written to. The letter of invitation was also attached a letter from the Federal Environment Minister Dr. Barbara Hendricks, to emphasise the importance of the event and to motivate them to participate. Thus a proven, scientifically recognised method was applied that reflects the diversity and everyday reality of the population as much as possible.

3.2 Implementation: Citizens Consultation 6th June 2015

The largest global citizen's consultation to date took place on Saturday, 6th June 2015. Approximately 10,000 citizens at 97 events in 76 countries¹ discussed the same questions in the thematic areas of climate change and energy. It began with the people of Fiji. The last events of that day ended in Arizona and Colorado in the western United States. In some countries, several citizens' consultations were organised, the most being 13 in France, the host of the UN Climate Change Conference in December 2015. In an overwhelming majority of countries, including Germany, a central event took place.

Participants were invited to the event location Jerusalemkirche, in Berlin Kreuzberg, for the citizen's consultation in Berlin. The event began with greetings from the director of the nexus Institute Prof.

¹ DBT, MS, CNDP (2015). World Wide Views on Climate and Energy: From the World's Citizens to the Climate and Energy Policymakers and Stakeholders. http://climateandenergy.worldviews.org/wp-content/uploads/2015/09/WWviews-Result-Report_english_low.pdf

Dr. Hans-Liudger Dienel, Judith Voss-Stemping from UBA and Dr. Michael Münnich from BMUB. The Federal Environment Minister Dr. Barbara Hendricks also welcomed the participants via video message. The entire event was accompanied by a presenter (Dr. Angela Jain, nexus).

The following five topics were discussed at all citizens' consultations globally:

1. The importance of tackling climate change
1. Tools to tackle climate change
2. UN negotiations and national commitments
3. Fairness and distribution of efforts
4. Making and keeping climate promises

The sixth round of topics could be customised for each country. In consultation with the contracting authorities two issues were of prime concern: Firstly, "what can citizens and what can I contribute to climate protection?" The other being, "what should the government specifically do?"

Illustration 14: The Event Location Jerusalemkirche



Source: nexus

3.2.1 Process: Thematic Discussion Rounds

The first five thematic discussion rounds were executed as outlined above, according to the standardised principle. Firstly, a 5-to-10-minute information video was shown summarising the contents of the information brochure for each topic. Then citizens had between 30 and 45 minutes for discussion in their small groups. After this discussion period the voting sheets were filled out individually. The results were recorded immediately via an online system. After entering all votes from each thematic discussion round, the results were published immediately on the Internet. Thus, already during the event, it was possible to communicate first results to the citizens.

In the sixth round, no video was shown and no voting sheets issued. The aim was for citizens to discuss two open questions and write their answers on index cards. They were therefore able to formulate their answers freely and did not have to choose from predefined answers.

Illustration 15: The Event Space in the Event Location Jerusalemkirche



Source: nexus

3.2.2 Live Coverage

As one of the highlights of the event and to illustrate the international nature of the WWV process, video links via Skype connected citizens' consultations in other countries as well as to the "headquarters" of the international coordination in Paris. Via webcam, a video conference was organised with the WWV citizens' consultation in Nigeria. Both sides could gain impressions about the process and the atmosphere of the other event. A link to the organisers in Paris was also set up.

3.3 Results of the Citizen Consultation in Berlin

During the citizens' consultations on 6th June 2015 the results of votes were published continuously on the Internet. All results are available on the official website of WWV on Climate and Energy under <http://climateandenergy.wvviews.org/results/>. All results from all countries can be shown on the page, or even individual citizen's consultations in countries that organised several events. It is also possible to look at the global results or pre-set groups of countries separately or to compare them. In addition, they can be characterised according to various criteria, like the age and gender of participants. In this way, remarkable results are made visual, the similarities and differences in opinions on the climate in various countries or groups of countries are expressed.

Results of Thematic Discussion Round 1: The Importance of Tackling Climate Change

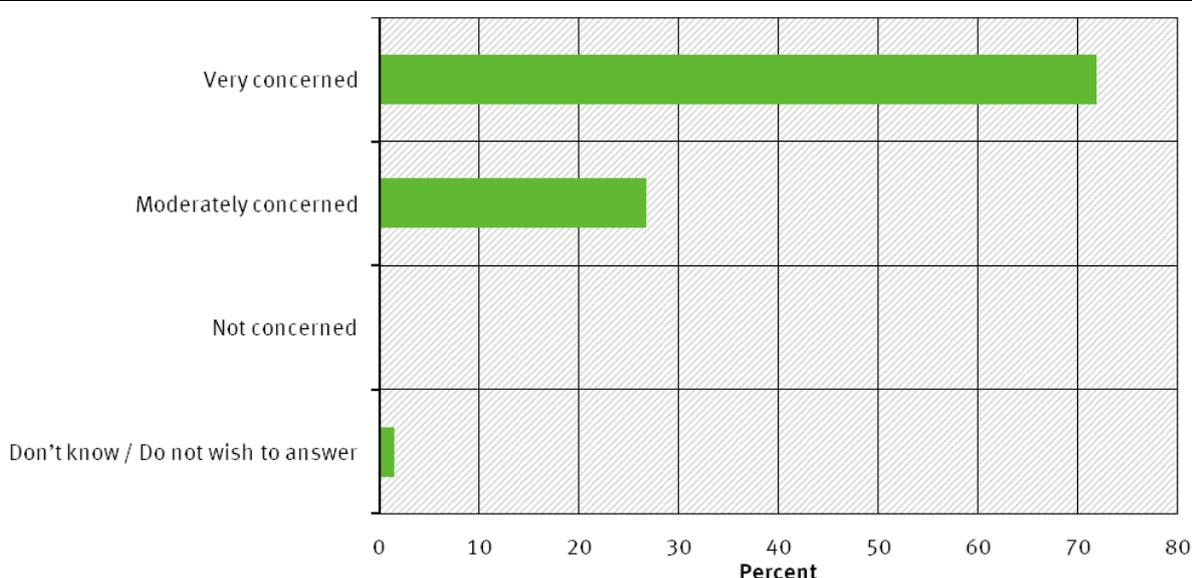
The first unit of work referred to general issues related to climate change and mitigation. On the first question, to what extent they are concerned about the consequences of climate change, three quarters of participants said they were very worried. A quarter were moderately concerned. No vote was cast for the option "not worried".

A further question concerned the assessment of how climate change mitigation affects people's quality of life. In Berlin two thirds of respondents saw climate action as a way to improve the quality of life, while a quarter saw it as a threat to their quality of life. In addition, citizens assessed the results

of the world climate talks in recent years very critically. 86% of respondents were of the opinion that they have not sufficiently contributed to climate protection since the adoption of the UNFCCC in 1992. The responses of the participants on the question of how much the international community should respond to climate change were also interesting. Three quarters of respondents found that everything necessary should be done to limit the increase in global average temperatures to 2°C, and at all costs². One fifth thought that ambitious measures should be taken, but not at any price. Only 3% of citizens thought that the current approach should not be changed. Nevertheless, 69% said that, globally, the focus should be on climate change mitigation and adaptation equally. By contrast, every fourth person wanted to focus mainly on mitigation.

The results show that climate action is supported by a majority of respondents. Compliance with the 2°C limit “at any price” is demanded by three-quarters.

Illustration 16: Results to the Question “How concerned are you about the impacts of climate change?” in Germany



Source: WWV-Consortium

Results of Thematic Discussion Round 2: Tools to Tackle Climate Change

The second work unit focused on concrete measures and instruments for climate mitigation and adaptation. Here citizens were asked, amongst other things, which approaches they prefer for the reduction of carbon dioxide emissions (CO₂). Participants could select up to two options from a number of different approaches. Most common were the decisions of citizens to support research into low-CO₂ technologies and the subsidising of low-CO₂ energy sources, with 39% each. Almost on par with 38% was the reduction of subsidies for fossil fuels.

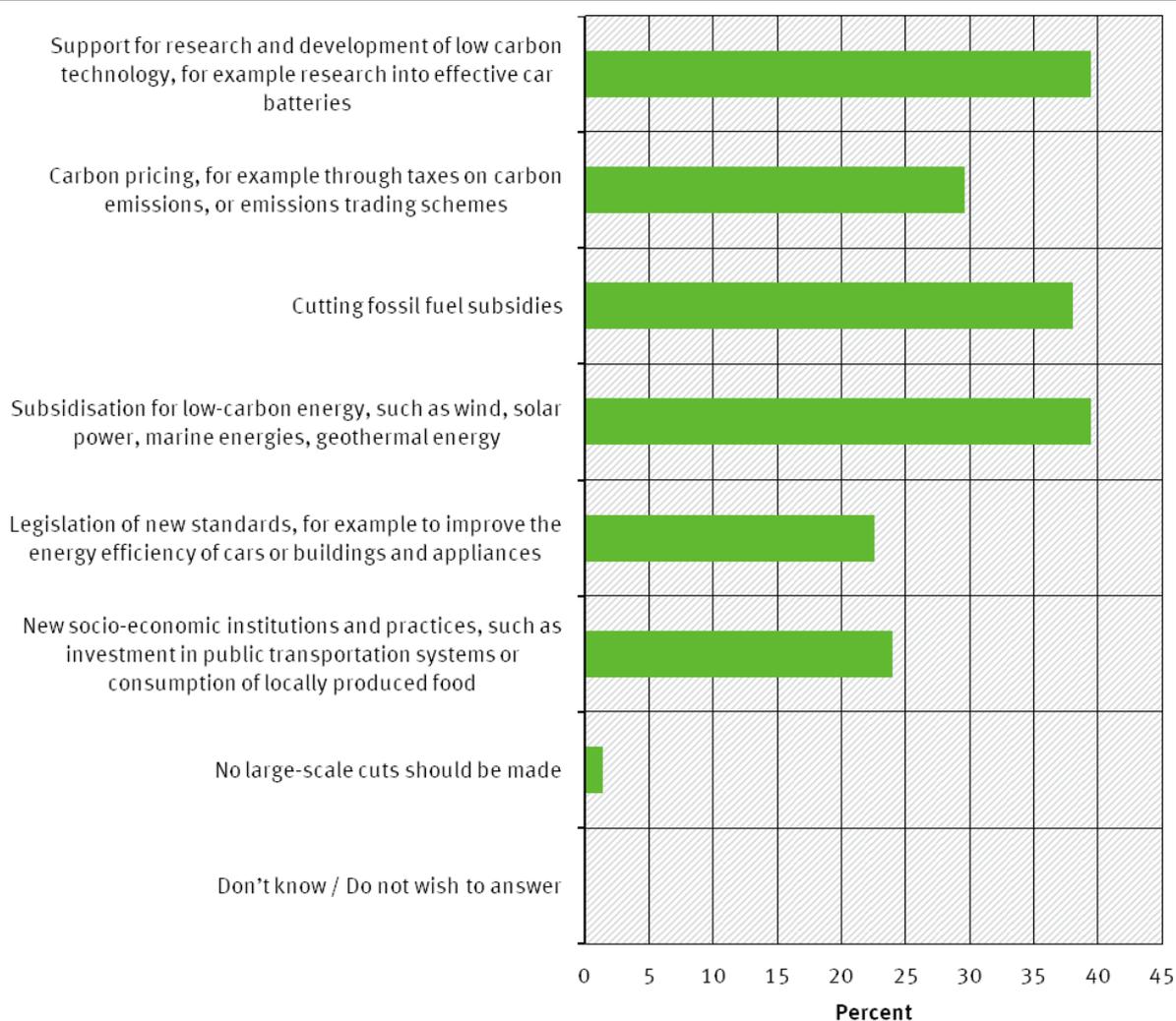
A further related question was how the world should deal with the exploration of new deposits of fossil fuels. One of every two participants wanted to stop exploring all new deposits. 16% of participating citizens were in agreement with only ending the exploration of new coal deposits. Every fifth

² In Paris the contracting states agreed upon the much more ambitious temperature limit of “clearly under 2 degrees Celsius” (Article 2, Paragraph 1(a) of the Paris Agreement (FCCC/CP/2015/10/Add.1)). In the following we will continue to use the “2°C-limit”.

participant advocated the further exploration of deposits of fossil fuels. The participants were also asked whether they favour the introduction of a CO₂ tax. A large majority said yes: 13 % would introduce such a tax for all countries and every second participant would also introduce this tax, but increase the cost for countries with low emissions reductions. Another third would assess this tax in accordance with the development of a country. 4% rejected a CO₂ tax.

The citizens are therefore in favour of supporting renewable energy through subsidies. Moreover, they agree on limiting the use of fossil fuels, whether through taxation, reducing subsidies or limiting the extraction of oil, gas and coal.

Illustration 17: Results to the Question “Which of the following approaches do you prefer for making large-scale cuts in greenhouse gas emissions?” in Germany



Source: WWV-Consortium

Results of Thematic Discussion Round 3: UN Negotiations and National Commitments

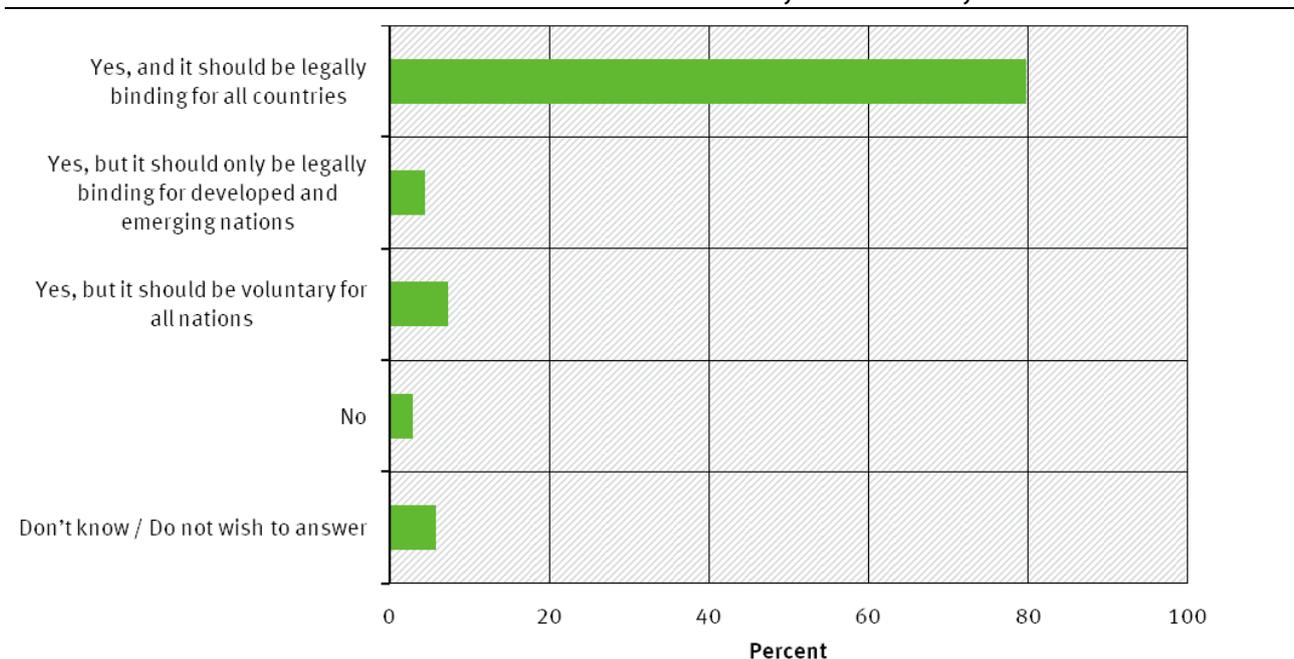
The third thematic discussion round addressed the UN climate negotiations. When asked whether climate change is a national priority in Germany, opinion was divided: half of the participants found that climate change is a national priority for Germany, 44% found that it is not. Irrespective of this assessment, 84% of citizens claimed that climate change should be a national priority. Accordingly, 87% of respondents demanded that Germany reduce its greenhouse gas emissions, even if many oth-

er countries do not. A tenth would make a reduction of German emissions dependent on the efforts of other nations. None of the participants voted against a reduction in emissions.

Similar to the previous work units, the participants in Berlin agreed also with the question on whether the states at the Paris climate conference in December 2015 should agree to a long-term emission target of zero. Four out of five respondents were in favour of such an agreement and were of the opinion that there should be international law binding all nations. Accordingly low were the proportions of those who would either make such an agreement binding only for developed and emerging countries (4%) or completely voluntary (7%).

The results of this discussion round show once again that the citizens want ambitious climate action. They await appropriate policy choices at the national and international levels.

Illustration 18: Results to the Question “Should a Paris agreement include a global long-term goal for zero emissions at the end of this century?” in Germany



Source: WWV-Consortium

Results of Thematic Discussion Round 4: Fairness and Distribution of Efforts

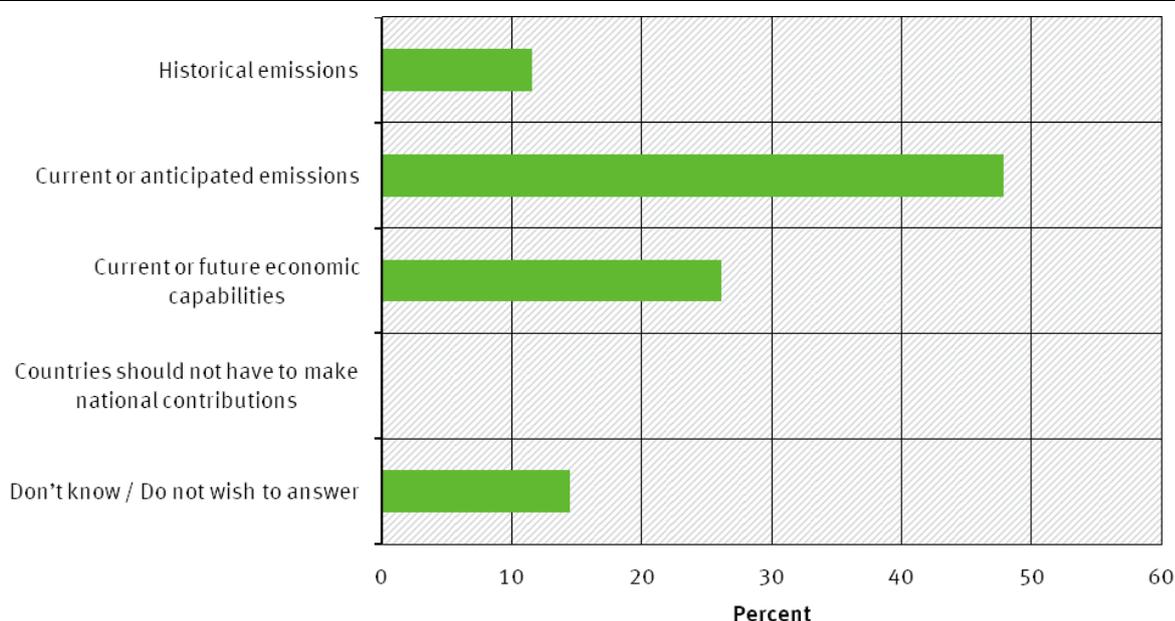
In the fourth working session of the day, the problems of justice and fairness in climate negotiations were discussed. First, citizens were asked what they think is the appropriate basis for setting national climate change policies. Half of the respondents considered current or expected emissions to be the best option. A further quarter agreed upon the current or future economic performance of a country. A tenth of respondents felt that historic emissions would be the best foundation. 15% gave no answer.

The citizens were asked for their opinion on the relationship between developed and developing countries, and in particular the differentiation within the group of developing countries. They were asked whether wealthier developing countries should contribute more to climate mitigation and adaptation than the poorest countries in the world. Three quarters of the respondents were of the opinion that the richer developing countries constituted a separate category. They should have more obligations than the poorest countries, but fewer obligations than developed countries. The proposal that the richer developing countries should have the same obligations as developed countries was agreed

upon by a quarter of the participants. Participants were also asked whether only developed nations should pay into the Green Climate Fund. 90% denied this and found that the richer developing countries should also make money available for the fund. In addition, citizens voted on whether the climate change action measures of developing countries should depend on funding from developed countries. Almost two thirds of respondents answered negatively. A quarter felt that they should do this at least partly. Every tenth citizen supported the idea that developing countries make their climate mitigation actions completely dependent on financing by developed nations.

Participants want to spread the burdens that ambitious climate action brings over more shoulders than before. They do not focus on the historical responsibility of developed countries, but look at the current and expected future emissions as an important measure of the distribution of efforts. Consequently, citizens advocate that emerging economies should take more responsibility.

Illustration 19: Results to the Question “What would be the best basis for setting the ambition of national climate contributions?” in Germany

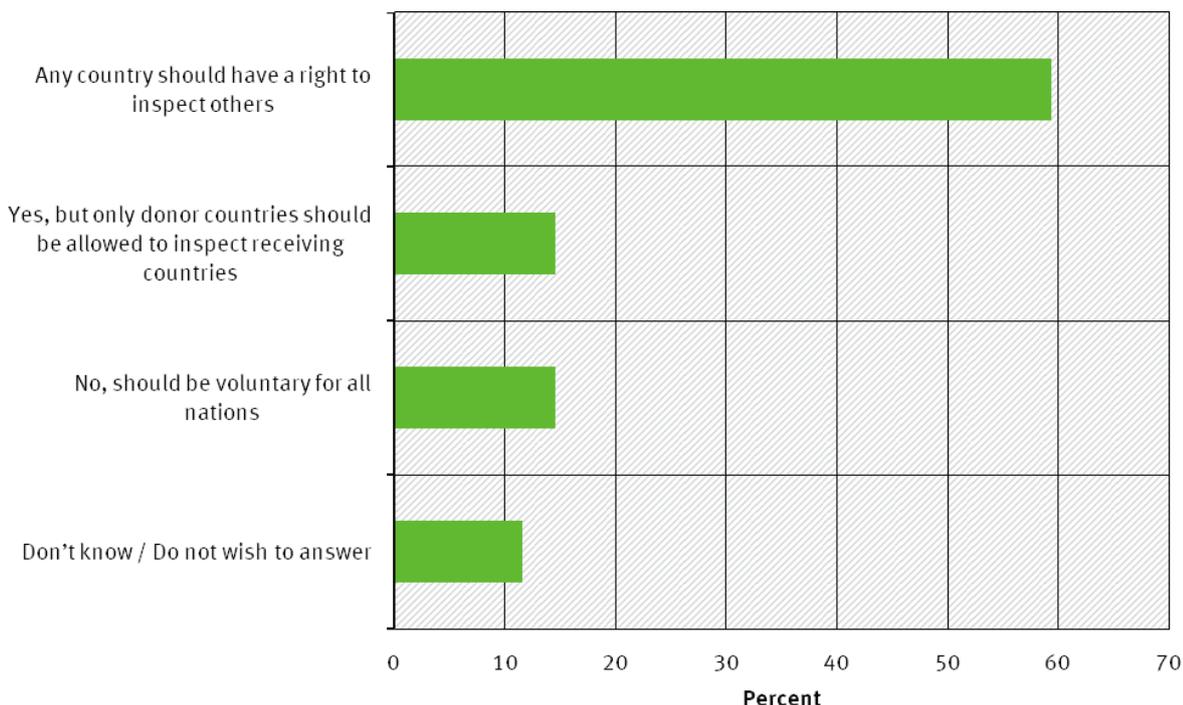


Source: WWV-Consortium

Results of Thematic Discussion Round 5: Making and Keeping Climate Promises

In the fifth round, citizens discussed the design and binding character of a possible new global climate treaty. First they voted on the question of whether nations should agree to an agreement in Paris that provides for adapting the global climate targets every five years, rather than repeatedly negotiating new contracts. This proposal was voted for almost unanimously with 97%. On the question of whether a Paris climate agreement should include short-term national goals, German participants once more showed broad agreement: 84% agreed with the statement that there should be such goals and they should be binding under international law for all states. 3% found that there should be such goals, but they should be binding only for developed countries. Only a tenth found that no short-term goals should be included in a Paris agreement and any national targets should be voluntary in nature.

Illustration 20: Results to the Question “Do you think that countries should have the right to inspect each other’s reporting of mitigation and adaptation efforts?” in Germany



Source: WWV-Consortium

Another question was aimed at evaluating the adequacy of national targets. Participants were asked whether the UN or an organisation on the United Nations level should assess the adequacy of national climate mitigation and adaptation measures. A majority of 58% felt that there should be such an organisation, which evaluated the actions of each nation. Another third of the respondents are in favour of such an evaluation, but only based on the entire global effort. Again the participants agreed almost unanimously on the question of whether the states should create and publish annual reports on their emissions and the progress of their climate action measures. 98% found that all states should deliver such reports, while 2% said that it should be mandatory for developed countries only.

One of the questions that, in a similar form, could provide for controversy in the international climate negotiations was whether states are allowed to monitor their climate actions mutually. Nearly two-thirds were in favour of each state being able to control any other state. 15% agreed with the statement that only donor countries of climate financing should have the right to control recipient countries. Another 15% rejected any such controls.

Participating citizens favour a new internationally binding climate agreement that already contains short-term targets for reducing emissions. They were also in the large majority for extensive transparency obligations and control.

Results of Thematic Discussion Round 6: How can we contribute to climate action?

The sixth unit of work strongly differed in its design from the preceding discussion rounds. This open form of thematic discussion allowed the citizens to contribute their own suggestions.

The two open questions and relevant subordinate questions were:

1. What can citizens and what can I contribute to climate protection?

- ▶ In which areas of life (housing, employment, leisure time) can I make changes myself?
- ▶ What changes (e.g. financial or lifestyle) are acceptable for me?

2. What should the government specifically do?

- ▶ to make progress on climate mitigation and adaptation in Germany? What exactly is possible in respect to housing, employment, leisure time?
- ▶ to promote climate protection at the international level?

Illustration 21: A Participant Writes Down their Recommendations for Climate Action on an Index Card



Source: nexus

Each participant received three index cards in two colours, on which ideas and proposals should be written down during or subsequent to the discussion. Here, three proposals to Question 1 and three proposals to Question 2 were to be submitted. In some instances, however, more than one proposal was written on a card or several points were mentioned in the same sentence, so that more proposals were made than intended. An evaluation of the individual comments shows that most of the recommendations to the question “What can citizens do?” saw a change in the purchasing behaviour as an opportunity (68 comments) to contribute to climate protection, for example, by “consuming less” (23) or purchasing regional and seasonal products (18). An important individual contribution to climate change was understood as the reduction of road and air transport (57).

In the discussion of measures which policy makers can seize to further promote climate action, the reduction of CO₂ in traffic came first. For example, citizens demanded cheaper or free public transport and the expansion of bicycle paths about 40 times.

Overall it was recommended that the climate should be considered in the formulation of industry norms and standards (35). Last but not least it was demanded that the government should step up its efforts in training and education (26), in schools and day care centres for example.

In the following the results of the open questions from the sixth thematic discussion round of the German WWV citizen’s consultation are summarised. The results were categorised for evaluation; identical or similar proposals were merged under one heading. The number of nominations stated is in parentheses.

Results to Question 1: What can citizens do?

- ▶ Change purchasing behaviour (68)
 - Consume less (24)
 - Shop less and more consciously (12)
 - Eat less meat (5)
 - Avoid plastic bags (7)
 - Buy regional and seasonal products (18)
 - Separate and avoid rubbish (14)
 - Use products for longer (6)
 - Buy sustainable products (4)
 - Buy eco-friendly and Fairtrade clothing (1)
 - Use recycling paper (1)
 - Use green electricity (2)
 - Spend more on conscious consumption (3)
 - Bring in a CO₂-label for conscious consumption (2)

- ▶ Reduce car and airplane travel (58)
 - Use public transport/cycle everyday (47)
 - Avoid long plane journeys (11)

- ▶ Save electricity and water (37)

- ▶ Insulate houses; heat less and more consciously (12)

- ▶ More education and information on environmental protection (12)

- ▶ Set up a private fund for financing climate protection (2)

Results for question 2: What should politics do?

- ▶ Reduce CO₂ emissions in transport (40)
 - Make public transport cheaper/free (16)
 - Extend cycle paths (10)
 - Promote electro-mobility (7)
 - Create more car-free zones (5)
 - Less flight traffic (1)
 - Promote private car-sharing (1)

- ▶ Set norms and standards which take the climate into account (39)
 - General standards (9)
 - Standards in the transport sector (7)
 - Standards for consumer goods (5)
 - Standards for buildings (5)
 - Standards in agriculture (5)
 - Standards in industry (4)
 - Check effectiveness and efficiency of standards (4)

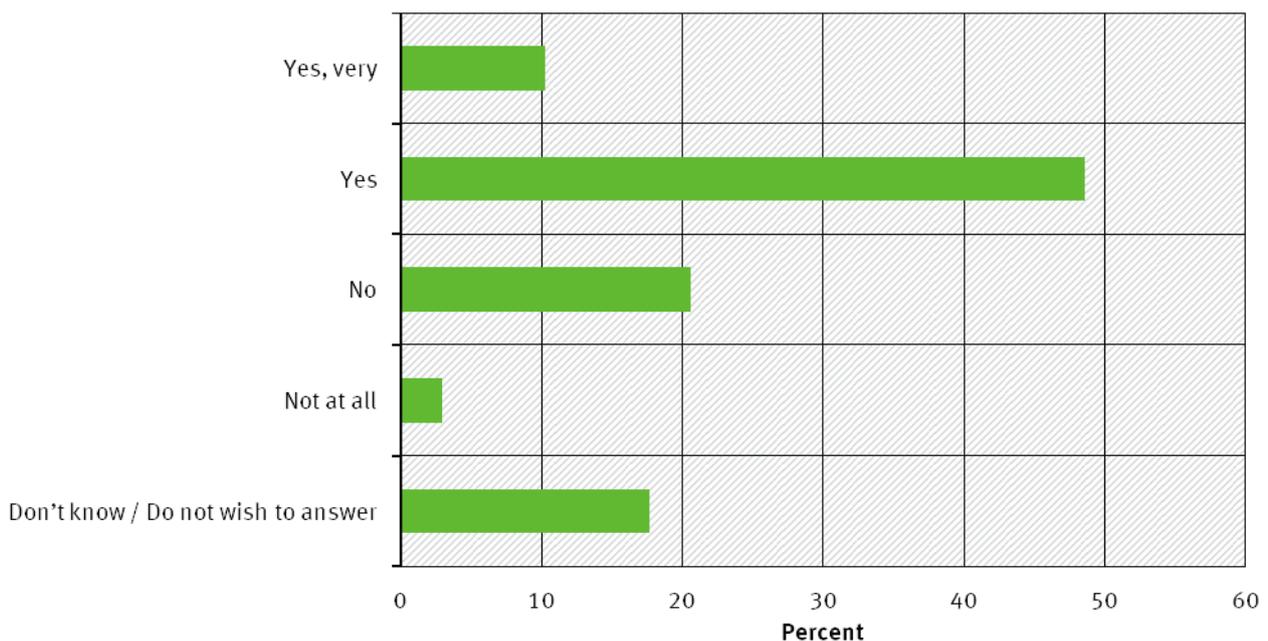
- ▶ More education/awareness on climate change (34)
 - Introduce climate change as a topic in schools and nurseries (15)
 - Strengthen public relations work on the topic of climate change and promote public awareness (9)
 - Improve transparency and provide information for consumers (7)
 - Transparency through new accountancy rules and indices (3)
- ▶ Fund climate mitigation and adaptation measures (24)
 - Subsidise renewable energy (12)
 - Promote the insulation of buildings (through the tax code) (3)
 - Regular monitoring of the effectiveness of subsidies as well as adaption to new situations (3)
 - Promote climate-friendly diets (2)
 - Other grants and subsidies (4)
 - Promote locality, through taxation of foreign products (1)
 - Provide incentives for businesses/citizens to be environmentally friendly (1)
 - Increased subsidisation of infrastructure in terms of climate and environmental protection (1)
 - Promoting climate-friendly technology: in the field of research; support new products until they are competitive or a definite period has expired (1)
- ▶ Encourage/obligate more cooperation with businesses (12)
 - Introduce taxes and dues, force businesses to contribute to the Green Climate Fund (5)
 - Justice and climate action over economic growth (4)
 - Increase resource efficiency (3)
- ▶ Practice an active climate action policy/be a role model (12)
 - Increase resource efficiency (3)
 - Coerce international cooperation (2)
 - Further guidelines and recommendations (5)
 - Make decisions comprehensible for citizens (1)
 - Credible citizen participation e.g. on fracking (1)
 - Only sustainable energy savings (1)
 - Have the courage to support measures in negotiations that are unpopular with voters at home (1)
 - Use funds where they are really most needed and not for other things (1)
- ▶ Reduce/abolish climate-damaging subsidies (10)
 - Abolish subsidies for fossil fuels (6)
 - Abolish subsidies which work against climate protection (4)
- ▶ Other suggestions (8)
 - Demand food banks/recycling from supermarket chains instead of allowing this amount of waste production (1)
 - Abolish daylight savings time (1)
 - Higher fines for speeders (1)
 - Reject TTIP (1)
 - Reduce the weapons industry (1)

- Tougher fines to those who go camping/hiking and pollute places. The police should control/observe e.g. the ‘drinkers’ on the metro. (1)
- Use the expertise of practitioners (1)
- Expand infrastructure (1)
- ▶ More transparency in climate policy (7)
 - CO₂ footprint of products (4)
 - Make political decisions comprehensible (1)
 - Making the burden and relief of a country transparent (2)
- ▶ Introduce penalties and taxes for polluters (6)
- ▶ Reinforce international cooperation on climate change (6)
- ▶ Promote climate research (3)
- ▶ Promote climate mitigation and adaptation projects in developing countries (3)
- ▶ Subsidise climate-friendly products (3)
- ▶ Secure finance for climate action (3)

Evaluation of the Event

At the end of the event, participants were asked to fill in a ballot paper with evaluation questions. Overall, almost all citizens said they were either satisfied (62%) or very satisfied (28%) with the organisation of the WWV citizen’s consultation in Germany. Only 4% said that they were not satisfied. However, German participants were pessimistic in terms of whether the results of WWV on Climate and Energy would also have an impact on the international climate negotiations. A majority (59%) were hopeful that the WWV citizen consultations would prove useful in policy-making. However a quarter disagreed with this statement.

Illustration 22: Results to the Question “Do you believe that the WWViews results will be used in a meaningful way for political decision making in relation to COP 21?” in Germany



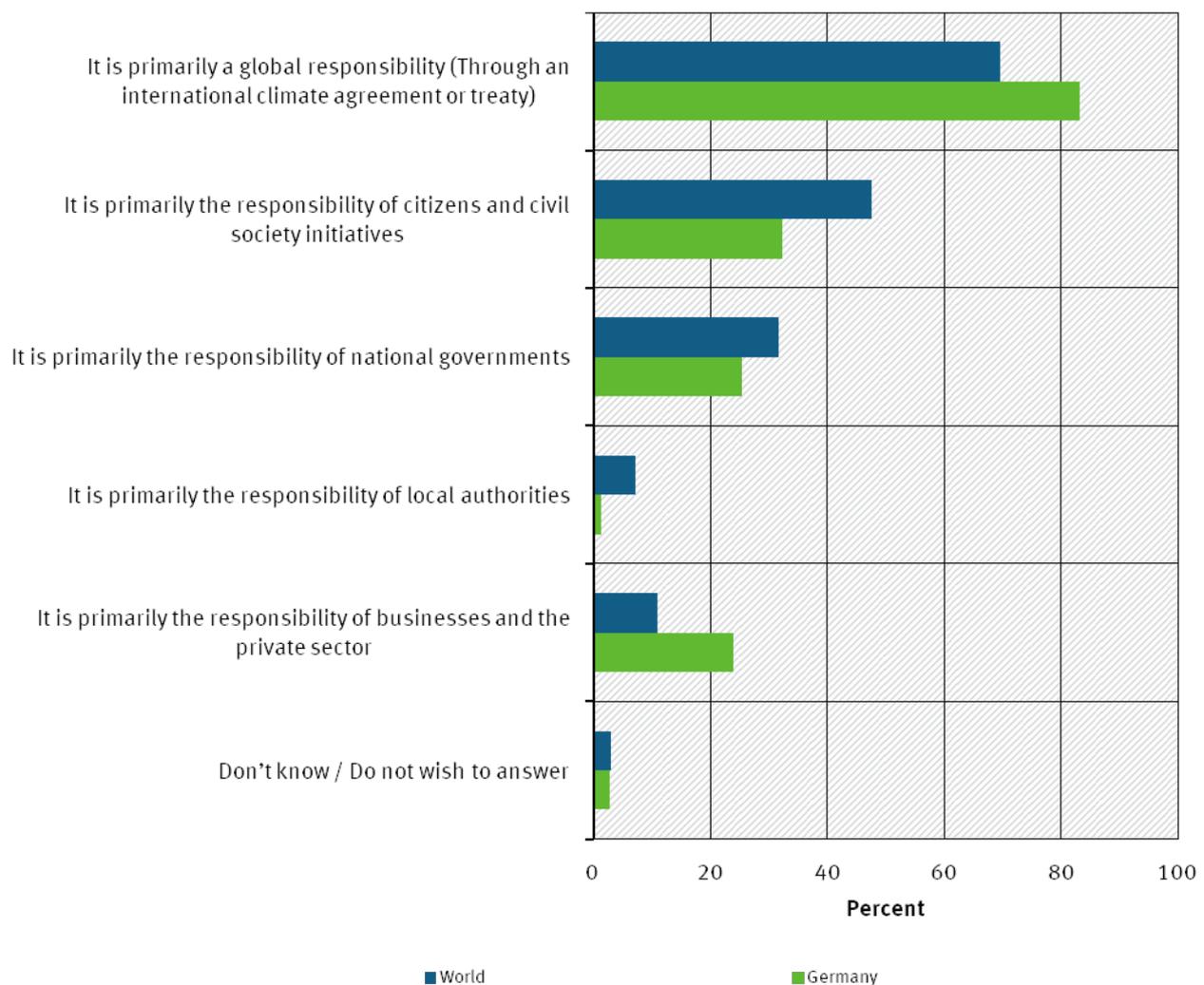
Source: WWV-Consortium

3.4 Comparison of the German and Global Results

The participants of the WWV citizen’s consultation in Berlin were often in line with the global average when it comes to their voting behaviour. Germans are similarly strongly concerned about the consequences of climate change: 72% in Germany were “very concerned” and 79% worldwide. Moderately concerned was every fourth German participant, the global average was every fifth.

Nevertheless, there are some interesting differences between the German voting results and those of other citizens’ consultations. A greater proportion of participants in Berlin (86%) think that the international climate negotiations have not contributed enough to combat climate change than the global average (71%). However, Germans deem the international level very significant for climate action. In Berlin 83% said that climate policy would have to occur mainly on the international level, globally this was 70%. Civil society, the national and local levels have a lower importance for the Germans in a global comparison. In contrast, respondents in Berlin see businesses as having a stronger obligation.

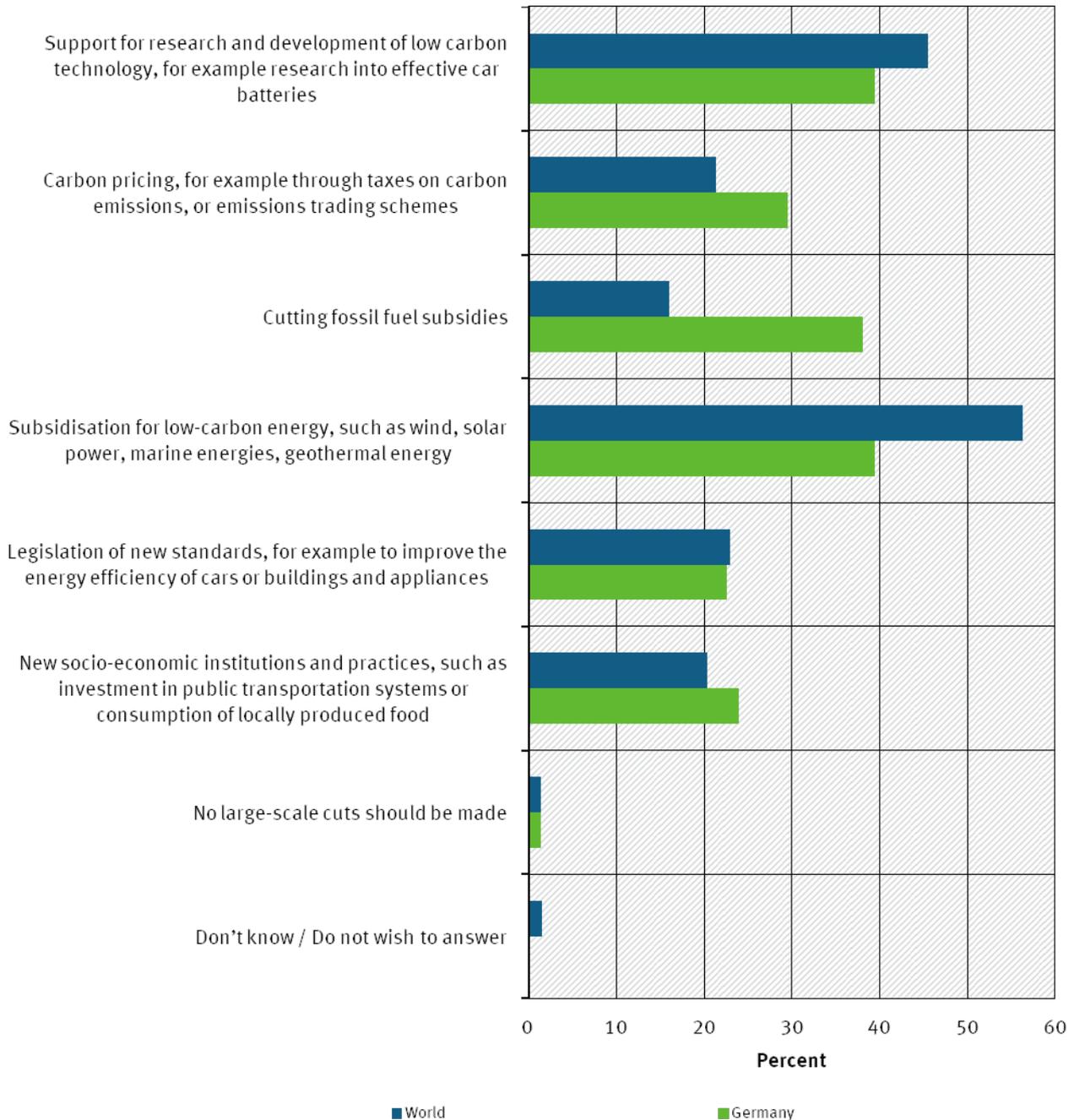
Illustration 23: Results to the Question “In your opinion, who should primarily responsible tackling climate change?” in Germany and Worldwide



Source: WWV-Consortium

In the second working unit participants were asked about their preferred approaches to reducing greenhouse gas emissions. Here it is striking that in Germany fewer votes (39%) were committed to the subsidisation of low-CO₂ energy sources than the global average (56%). In contrast, the reduction of subsidies for fossil fuels was much more popular: 38% in Germany and 16% worldwide agreed with this option.

Illustration 24: Results to the Question “Which of the following approaches do you prefer for making large-scale cuts in greenhouse gas emissions?” in Germany and Worldwide



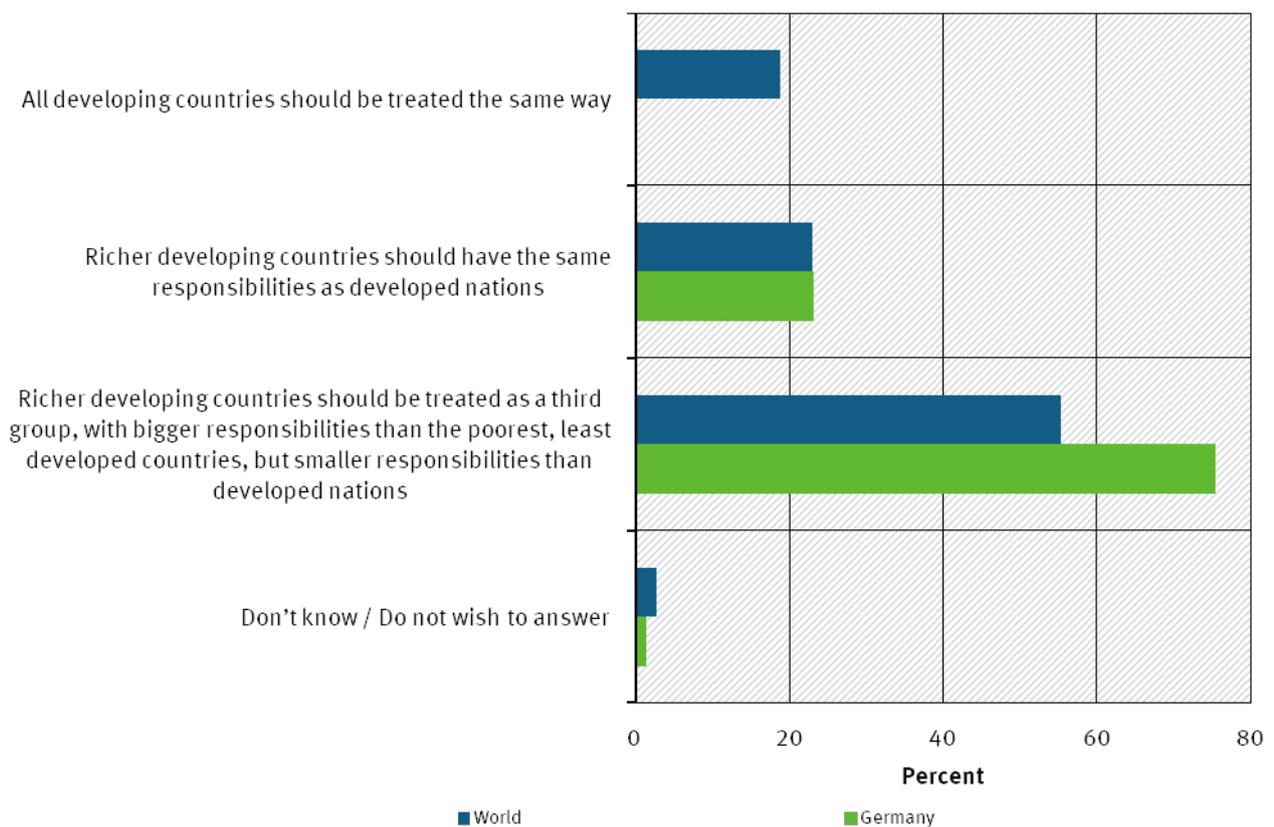
Source: WWV-Consortium

In response to two questions of the fourth working unit, on the role of developing countries in international climate policy, there were also significant differences: On the question of whether the richer

developing countries should be treated as a separate group, three-quarters of participants in Germany believed that they should have more obligations than the poorest countries. Worldwide half of the participants agreed with this statement. The view that all developing countries should be treated equally was represented by a fifth of respondents globally, while no vote was cast for this option in Germany. A quarter of participants in Germany and worldwide agreed that the richer developing countries should have the same obligations as the developed countries.

Even larger differences were found in the question of whether developing countries should make their climate change policies dependent on financing from developed countries. Whereas in Germany 62% of respondents expected action on climate change from developing countries independently of external financing, the global average was only 15%. By contrast, one-fifth globally thought that developing countries should base their contributions to climate completely on financing through developed countries, in Germany every tenth. Striking the balance, that the actions of developing countries should depend in part on funding from developed countries, was advocated in Germany by a quarter of the participants, but by two-thirds of citizens globally.

Illustration 25: Results to the Question “Should all developing countries be treated as one group, as presently, or should richer developing countries have to do more?” in Germany and Worldwide



Source: WWV-Consortium

4 Communication and Dissemination

4.1 Press Reports

International as well as national media picked up on the WWV citizens' consultations. Amongst others contributions about the WWV process were reported in Deutschlandradio Kultur³, and in the newspapers Le Monde⁴, The Guardian⁵ and El País⁶.

4.2 Joint Meeting of the Parliamentary Environment Committees of Germany and France

Only a few days after the global citizen consultations, on 11th June 2015, the Environment Committee of the German Bundestag and of the French National Assembly met for a joint meeting in Berlin. Deputies from both countries discussed climate and energy policy and the forthcoming negotiations in Paris. Here Dr. Antoine Vergne from the international coordination of WWV and the Federal Environment Ministry were given the opportunity to present the process and some of the results of the citizens' consultation. This was the prelude to a series of events where the views of the population were brought close to political leaders.

4.3 Preliminary Negotiations in Bonn

Since the voting results from the individual citizens' consultations were posted online immediately through the online tool, the global results were complete by the end of the last event in Arizona. Representatives of the international coordination could therefore already present the results during the preliminary negotiations in Bonn a few days later (8th – 11th June). They spoke with delegations of different groups of countries, including the Group of Least Developed Countries and the Group of African States. In addition, a joint press conference was held with the Secretary General of the Secretariat of the UN Framework Convention on Climate, Christiana Figueres, on 10th June. The press conference was broadcast live on the Internet and a recording will be available on the website of the UN Climate Change Secretariat⁷.

The project and its results were also repeatedly presented during the following rounds of the preliminary negotiations (31st August – 4th September, 19th – 23rd October). Discussions took place bilaterally with delegations of individual states as well as with representatives of groups of states. In addition, civil society organisations were addressed. The aim was to establish a dialogue with the various stakeholders. In this way the results of WWV should not only be available directly to the national delegations at COP21 and the preliminary negotiation rounds. The representatives of other important stakeholders should also learn from the project and the results and incorporate them in their discussions with decision-makers.

³ http://www.deutschlandradiokultur.de/world-wide-view-weltweit-aeussern-sich-buerger-zum.2165.de.html?dram:article_id=322207

⁴ http://www.lemonde.fr/climat/article/2015/06/06/climat-citoyens-de-tous-les-pays-exprimez-vous_4648884_1652612.html

⁵ <http://www.theguardian.com/environment/2015/jun/08/paris-talks-must-get-agreement-on-2c-limit-majority-say-in-a-global-survey>

⁶ http://internacional.elpais.com/internacional/2015/06/18/actualidad/1434621757_879380.html

⁷ <http://unfccc6.meta-fusion.com/sb42/events/2015-10-03-15-15-world-wide-views>

4.4 International Conferences

In addition to the official preliminary negotiations to the Paris climate conference, where it was possible to speak directly to the delegations of the different nations, the project was also presented at other international conferences. On 1st July, WWV was represented at the World Summit Climate & Territories, a meeting of sub-national and local governments and non-governmental organisations. On 19th November, representatives of the project were invited to a meeting of the European Economic and Social Committee in Brussels.

4.5 International Results Report

Following the citizens' consultation events and the presentation of the first results at various COP 21 functions, an in-depth evaluation phase of the voting results was carried out at the global level. This resulted in the international results report, which was presented on 26th September 2015 at an event held alongside the UN General Assembly in New York. The report is available on the website of WWV⁸. The long version is available in English and French. In addition, short versions were created in the six official UN languages.

The international coordination extracted twelve key results from the voting results of all citizens' consultations.

Priority 1: A Strong Call for Action

1. Citizens worldwide want their leaders to commit to ambitious climate action.
2. Citizens want zero emissions by the end of the century.
3. The COP 21 Paris Agreement needs to open a credible path to limit global warming to no more than 2°C.
4. Climate protection is an opportunity to improve the quality of life.
5. Introduce carbon taxes and invest in renewable energy.

Priority 2: Common but Differentiated Responsibilities and Respective Capabilities

6. The 'North-South' gap is closing.
7. Countries should assume responsibility based on their capabilities and emission levels.
8. All countries must take actions to reduce their greenhouse gas emissions.

Priority 3: Financing Climate Action

9. The private sector should contribute significantly to climate finance.
10. High-income Countries should scale up their climate finance commitments.

Priority 4: Citizen Participation

11. Citizens want to take an active part in reducing greenhouse gas emissions.
12. Citizens expect to take part in deciding on climate policies.

The French Permanent Representation to the UN together with the Secretariat of the UN Framework Convention on Climate organised a two-hour panel discussion to coincide with the UN General Assembly. In addition to representatives of the international coordination of WWV, high-level representatives of key stakeholders were also in attendance, such as Ségolène Royal, the French Minister

⁸ <http://climateandenergy.wwviews.org/publications/>

for Ecology, Sustainable Development and Energy, and Jean-Pascal van Ypersele, former vice-chairman of the working group II of the IPCC in 2007. The event was broadcast live on the Internet. A replay can be accessed on the online portal of the United Nations “UN WEB TV”⁹. The Secretariat of the UNFCCC distributed the international WWV results report to the delegations of all contracting states.

4.6 COP 21 in Paris

The pinnacle of the project was the Climate Change Conference in Paris from 30th November to 12th December 2015. WWV on Climate and Energy organised four separate events at the conference centre. Not only were the results of the citizens’ consultations presented and discussed during several side events. Looking ahead, the opportunities for citizen participation in future international negotiations were also discussed, and not only in the area of climate change. In addition, representatives of the WWV coordination team were invited to numerous other events and meetings. They were asked to also speak about the role of citizens in the decision-making processes at local and international levels.

A side event on 4th December discussed the German contribution, amongst other things, with a panel discussion which the chairwoman of the Environment Committee of the German Bundestag, Bärbel Höhn, also attended. The event was held with the slogan: “How to implement the Paris agreement with the citizens?”

5 Review: Comparison of WWV Topics and the Paris Agreement

As described in Section 3.1.1, the conception of WWV on Climate and Energy already ensured that the discussion topics and poll questions were closely related to the Paris climate conference. Conversations with many stakeholders sought to identify the most important issues for the negotiations. In retrospect, it can be said that this process worked very well. Many of the important results that were enshrined in the Paris Agreement were discussed by participants at the WWV citizens’ consultations on 6th June 2015. In some respects, the new climate agreement accommodates the opinions of citizens. In others, there are great differences.

Decarbonisation by the middle of the 21st Century

In June 2015, almost two thirds of the participating citizens worldwide agreed that the international community in Paris should decide upon everything necessary to limit the increase in the global average temperature to 2°C. The Paris Agreement reflects this requirement: It not only reaffirms the 2°C limit, but also notes that all nations should endeavour to limit the temperature rise to 1.5°C¹⁰. This result was associated with the WWV question on whether it should be agreed, as a long-term goal, to reducing global greenhouse gas emissions to zero by the end of the 21st century. Two thirds of the WWV participants called for such an objective, which should be compulsory for all states of the world. Almost a fifth was in favour of making this a binding requirement only for developed countries and every tenth wanted this goal to be voluntary for all states. Only 2% of respondents rejected a zero emission target by 2100 completely. In this regard, the new climate treaty is a success for citizens. It

⁹ <http://webtv.un.org/meetings-events/other-meetingsevents/watch/debating-the-world-wide-views-results-and-mobilizing-citizens-for-climate-action/4512168667001>

¹⁰ Article 2, Paragraph 1(a) of the Paris Agreement (FCCC/CP/2015/10/Add.1)

sustains that the world's net emissions of greenhouse gases in the second half of this century will be reduced to zero¹¹.

During the fifth thematic discussion round citizens discussed some specific provisions of a potential climate agreement. In Paris, the international community agreed on updating their climate commitments every five years. They must not fall behind once given these targets¹². States want to switch over time to a set emission path, allowing them to reach the set temperature targets and the zero emission goal. 92% of the participants of the WWV citizens' consultations in June 2015 were for the introduction of such a regular review mechanism.

Verification of Climate Change Mitigation and Adaptation Measures

A moot point in climate negotiations was the discussion of supervisory powers at the level of the UN and the states. At the WWV citizen consultations participants were asked whether the UN should have the right to verify and evaluate the climate actions of individual states. 62% of participants agreed, every third was of the opinion that it wasn't the individual performance of individual countries that should be assessed, but global action and adaptation to climate change as a whole. Only 3% were against any form of monitoring and verification. Another possibility would be mutual control by the states themselves. Every second participant thought that each state should have the right to control other countries and to assess their climate change mitigation and adaptation activities. A third wanted such a control right to be held only by donors of climate aid over recipient countries. One fifth expressed views against any form of control by individual states. The Paris Agreement contains no such control rights – neither for the UN or any other international organisation, nor for individual countries.

However the international community could agree on a transparency framework, which will be elaborated upon in detail over the next few years in the Agreement¹³. The aim is to present the accepted efforts to combat and adjust to climate change in a transparent manner. Participants wished for maximum transparency in global climate policy. The question whether “countries [should] publish an annual report on their emissions, and report on the progress towards meeting their pledge for climate action,” was affirmed almost unanimously. 90% said that this requirement should apply to all countries and a further 8% were of the opinion that only the developed countries should be required to do so. Whether these expectations are fulfilled will only become clear when specific rules have been worked out.

Relationship between developing, emerging and developed countries

The classification of countries into developed and developing, as enshrined in the UN Framework Convention on Climate, has often been criticised. In WWV on Climate and Energy citizens were asked about their opinion. One fifth were in favour of treating all developing countries as equal in terms of their climate commitments. A quarter contradicted this with the belief that the richer developing countries should have the same obligations imposed upon them as the developed countries. The middle ground, that stated that emerging markets should indeed commit to stronger efforts for climate protection than other developing countries but with fewer obligations than developed countries, was voiced by 55%, a majority of those attending the citizens' consultations. In the Paris

¹¹ Article 4, Paragraph 1 of the Paris Agreement (FCCC/CP/2015/10/Add.1)

¹² Article 4, Paragraph 3; Article 14, Paragraph 1 and 2 of the Paris Agreement (FCCC/CP/2015/10/Add.1)

¹³ Article 15 of the Paris Agreement (FCCC/CP/2015/10/Add.1)

Agreement it is expressly stated that the UNFCCC remains valid and with it the principle of “common but differentiated responsibilities and respective capabilities”. Now after the Paris Agreement “national circumstances”¹⁴ must be taken into greater consideration, which might change over time and thus may lead to more responsibility. At least the basis for the middle ground supported by the majority of citizens seems to have been laid.

Financing Climate

Maintaining or softening the differentiation between developed and developing countries has been controversial, because the status of individual states implies far-reaching financial consequences. So far only developed countries are responsible for supporting other countries financially in their climate mitigation and adaptation measures. In the past, richer developed countries committed to increase their climate aid by 100 billion US dollars by 2020. The participants at the WWV citizen consultations were asked if they would favour increasing these payments further in the following years. Four out of five of those surveyed voted yes. Only 13% rejected higher payment obligations for developed countries. In the new Paris Agreement, developed countries pledged to extend their existing commitments, amounting to 100 billion US dollars by the year 2025. After that date there will be a new payment target of more than 100 billion US dollars¹⁵. As things stand, it's difficult to say how much climate finance will then be available. Developing and emerging countries are encouraged to also contribute financially¹⁶.

The Green Climate Fund is an instrument which allows states to fulfil their obligation to pay money for climate actions. Developing countries receive financial support with the money collected from the fund for their mitigation and adaptation measures. Three quarters of citizens believed that not only developed countries but also the richer developing countries should pay into the fund. However, every fifth was of the opinion that only developed countries should contribute.

The Climate Agreement adopted in Paris includes medium and long-term goals, such as limiting the temperature increase to below 2°C with a goal of not more than 1.5°C compared to pre-industrial levels. Citizens furthermore desired concrete, short-term objectives. 71% of respondents were in favour of national binding targets for all countries. A further 14 % were also in favour of these, but only as binding for developed countries. One tenth of WWV participants agreed with the fact that the decision on short-term targets should be left voluntary and for each country to decide itself.

6 Conclusion: The World Wide View Process as an Instrument of (international) Citizen Participation

On 6th June 2015, a successful citizen's consultation was held in Berlin, in which more than 70 citizens of all ages (over 18) and different backgrounds participated. Germany has made an important contribution to ensuring that the world's largest participation process so far was a success. Many, if not all, positions supported by the majority of participants are reflected in the Treaty of Paris (see Chapter 5) and thus it can be said that WWV on Climate and Energy has contributed to the successful completion of the Paris Agreement.

In addition, the event has contributed to sensitising citizens on the issues of energy, climate change and protection. In particular, in the last working units related to Germany, they were encouraged to

¹⁴ Article 2, Paragraph 2 of the Paris Agreement (FCCC/CP/2015/10/Add.1)

¹⁵ Decision 1/CP.25, Paragraph 54

¹⁶ Article 9, Paragraph 2 of the Paris Agreement (FCCC/CP/2015/10/Add.1)

think about their own possibilities for action. This showed that a contribution to climate protection can be made through consumption and in the choice of transport. Furthermore, participants were also asked to make suggestions for the future development of climate policy. The relevance of binding norms and standards was emphasised, particularly in the transport sector, but more education and awareness was also expressed.

The fact that the results were taken seriously by German politics was ensured by, amongst others, their internal distribution at the UBA and BMUB and through presentations at the Environment Committee and in a discussion meeting with its chairman during the COP 21.

Approximately 10,000 people were reached personally in the international process through their participation in citizen consultations and integration into a global dialogue on climate change. Their views and opinions were presented in summarised form to delegations and other key stakeholders and climate-actors as input on the way to Paris. Presentations and personal conversations made it clear that it was important to first create a basis of trust. Confidence in the results of the WWV process could be obtained firstly through the well thought out methodical approach, and on the other hand the neutrality of implementing support (no large NGOs from the environmental sector, no political mandate) played an important role. So that the methods could be applied uniformly to all citizens' consultations, the carefully selected national partner organisations were trained both in workshops and in several online seminars. The substantive basis materials were created through international coordination (information brochure and videos, poll questions) and delivered to the partner, along with the online tool offering equal access to the results.

The tasks of the dissemination and communication of results was shared by international coordination partners and local partners. The results were prepared by Missions Publiques and DBT and presented at the international level, for example at the preliminary negotiations in Bonn and alongside the UN General Assembly in New York. During this time local partners sought to present and to spread the results of their citizens' consultations and the global outcome in their countries, particularly to the national decision-makers.

The success of WWV on Climate and Energy in 2015 has helped to establish recognition for the method internationally as a possibility for global citizen participation. There are, for example, exploratory talks with Morocco, to prepare and accompany the next COP through WWV as a best practice of citizen participation.

The scientifically accurate information materials, the trust built through recurrent and serious exchange with actors on the political level, and the exchange with non-governmental organisations and networks led to an increased appreciation and the recognition of sovereignty, that is, that citizens are those affected by climate change. Talks with leaders in the Secretariat of the UNFCCC as well as at the national level in various countries have made it clear that there is an interest to strengthen the issue of participation. In Article 12 of the Paris Convention, the importance of "public participation" in climate policy was upheld, but participation here is neither binding nor content further specified. Against this background, the WWV Alliance calls on governments not to reduce the keyword of public participation to consultations with NGOs and interest groups. The involvement of citizens who are not members of such organisations, or do not feel represented by them, that is, the non-organised civil society, should continue to be facilitated and expanded. This applies for example also to the formulation and refinement of national measures to implement the global framework contract. Here, a broad national participation process could contribute advice to set realistic climate policy priorities and to design concrete measures to introduce as proposals in the political process. An example is the desired introduction of a CO₂ tax both in Germany and worldwide by the majority. It is important that the participation offer is a serious one and that citizens are involved in a timely and open-ended manner, so that they get the chance to make a constructive contribution.

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