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Between climate justice and the implementation of NDCs

Contributions of civil society to climate policies in seven countries

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Abstract

In their function as advocates for nature and representatives of the people, civil society groups are in many countries important catalysts for more ambitious and transparent climate policies, as well as their successful implementation at the national and local level.

Looking into examples from seven countries (Brazil, Georgia, Indonesia, Colombia, the Philippines, Uganda and Ukraine), this English summary of the UfU-Paper 1/2019 analyses how environmental Non-governmental organizations (NGOs) and other civil society groups contribute to the development and implementation of climate policies at the (sub-)national level. Context analyses and interviews with experts and representatives from civil society from seven countries have been the basis for this research.

The portfolio of climate-policy related activities of the examined environmental NGOs comprises „Outside“ and „Inside“-activities, as well as measures of harm reduction and self-help. A summary about the activities of climate-driven civil society groups in each of the examined countries, as well as an analysis of the civic space open for climate-related activities in each country can be found in the country factsheets at the end of this publication.

Summing up the analysis of the activities of climate-driven civil society groups in Brazil, Georgia, Indonesia, Colombia, the Philippines, Uganda and Ukraine, it can be seen that in all examined countries, the climate-driven civil society is active in the provision of information and climate education. Grassroots work with citizens on climate policy including advocacy work seems to be part of the activities of many of the examined environmental NGOs, as well as the development and publication of own positions on climate policies. This is also true for the linking of climate policy with social topics. However, campaigns on climate policy do not seem to be as far-reaching as in European countries, whereas court cases on climate are still rare, but growing.

Regarding climate policies, the depth, manner and regularity of cooperation with government institutions, as well as the importance of confrontational activities seem to vary widely between countries and between NGOs. Further research may look into how far and how exactly political, cultural and societal frameworks as well as participation opportunities in climate policy affect the climate-driven civil society's choice of suitable activities.

1 Civil Society and the 1.5°C target

Four years after the adoption of the Paris agreement in 2015, the international community is far from reaching its target to prevent a global temperature stabilisation level at or slightly above 1.5°C relative to pre-industrial levels. Consequently, the UNEP's *Emissions Gap Report* concludes that the Nationally Determined Contributions (NDCs¹) of all contributing states cover only one third of the emission reductions needed. This results in an "alarmingly high"² gap. Thus, the readjustment and improvement of national strategies as well as ensuring of the fast and comprehensive implementation of the NDCs is of high priority.

Civil society groups with the ambitions, capacities and personal plus financial resources to address climate issues continuously are important catalysts for an ambitious and transparent NDC development and their implementation on a national and local scale. They also can take care of the integration of local peculiarities to ensure the fairness of necessary adjustments.³ As advocates for nature, NGOs supervise their compliance with national climate goals, make defaults in the (sub-)national implementation visible, expose inhibiting legislative initiatives and support government agencies with the implementation of climate protection measures, among others.⁴ NGOs also act as representatives of the population and can thus raise awareness for existing climate protection practices of traditional population groups, promote climate change adaptation measures among the vulnerable population or improve citizen participation in climate policy processes.⁵ Therefore, NGOs contribute to the embedment of climate protection measures in society and to the improvement of national climate protection strategies, if the political and social context permits it.

But what exactly are their climate-relevant activities on a national level? What climate policy-related capacities do environmental organizations use in different countries to work towards more ambitious climate goals? Are there any hints that environmental organizations undergo specific changes on their way to an independent and - as far as possible - comprehensive participation in national climate politics?

This English summary of the UfU-Paper "*Zwischen Klimagerechtigkeit und der Implementierung der NDCs: Beiträge der Zivilgesellschaft in sieben Ländern*" emphasizes first results of an analysis of the work and development of climate-driven civil society groups in Brazil, Georgia, Indonesia, Colombia, the Philippines, Uganda and the Ukraine. This summary focuses on similarities and differences in current activities and capacities of climate-driven civil society groups between all investigated countries.

¹ The Nationally Determined Contributions refer to the intended reductions in greenhouse gas emissions that every country which has ratified the Paris agreement is bound to submit and implement.

² UNEP (2017)

³ Bond, Meghan (2010); Beisheim, Marianne (2005)

⁴ Reid, Hannah et al. (2012), S. 109

⁵ *ibid.*

Every comprehensive analysis of climate-related activities and capacities of civil society needs to link these aspects with the wider socio-political context and the given civic space in each individual country. The related country fact sheets in this publication give further details on the background in each respective country, about given participation possibilities in climate policies (civic space), as well as climate-related activities and capacities of its civil society. A more detailed analysis of civic spaces is object of further research in the project *Strengthen Civil Society for the implementation of national climate policy (ZIVIKLI)*.⁶

2 Methodologies and definitions

In order to clarify the scope of this research, this chapter gives a definition of the key terms and the indicators used to analyse climate-driven civil society groups in different countries. The indicators were chosen based on a literature research. Also, it shortly introduces the central activities and capacities of civil society groups to advocate their interest, and the way they have been analysed in the examined country contexts.

2.1 Definition of terms

In contrast to the United Nations which define NGOs as all non-governmental actors,⁷ this analysis mostly refers to NGOs as all (sub-)national organizations that are organizationally structured, refrain from violence, act in alignment with human rights, make moral claims and claim to represent universal societal interests. In doing so, these publicly acting non-profit-organizations aim to influence political decisions on climate change and climate change adaptation⁸ but have not been initiated by government initiatives. Consequently, trade associations, commercial associations and labour unions are excepted from this definition.^{9,10} The analysis thereby focuses on cross-organizational structures, whereby important groups and tendencies within the climate-driven societies – if existing – were considered as well.

The term **climate-driven civil society (groups)** comprises all environmental organizations that deal with climate change. This includes NGOs primarily dealing with climate change related issues as well as environmental organizations

⁶ The project ZIVIKLI is funded by the International Climate Protection Initiative (IKI) and aims at strengthening the climate policy profiles and activities of environmental organizations already active in that field in Georgia, Colombia and the Ukraine. Further, questions about civil society participation in climate politics will be scientifically investigated in these countries.

⁷ See Brunnengräber, Achim (2011)

⁸ See Brunnengräber et al. (2005)

⁹ Roth, Roland (2005)

¹⁰ See Brunnengräber, Achim (2011)

covering climate change as a cross-cutting issue or as one independent issue among others.

Civic space refers to the conditions enabling civil societies to act. To assess the civic space, the preservation of civil rights, such as freedom of expression and freedom of assembly, and the facilitation of their exercise are taken into account as well as the restriction of bureaucracy, excessive regulation and state control of foreign funding. Also, regarding civil society engagement on climate change related topics, the existence and promotion of, as well as access to (official) participatory processes dealing with climate policies is relevant for the assessment.¹¹ This includes climate policy committees as well as possibilities to participate in planning committees for climate relevant policies of other line ministries.

For the comparability of civil society activities in different countries, several indices have been used. The respective scores can be found in the country fact sheets at the end of this report.

The *Climate Change Performance Index (CCPI)* was used for an assessment of the current climate policies of each country. This index assesses the NDC's ambition levels in addition to climate policy developments on a national scale.¹²

The *CIVICUS Index*¹³ as well as the *Bertelsmann Transformation Index (BTI)*¹⁴ categories "Freedom of expression", "Civil society traditions", "Civil society participation" and "Association/ assembly rights" were drawn on to assess the civic space of each country examined. Countries not included in any of these indices were marked accordingly. Significant discrepancies between the indices' ratings and the authors' evaluation based on interviews or personal experience were explained in more detail in the texts.

Some sources used in this paper refer to the final report of the project

¹¹ Heinrich-Böll-Stiftung et al. (2016)

¹² The Climate Change Performance Index (CCPI) assesses and compares the climate protection performance of 56 countries as well as member states of the EU. Based on the analysis of 14 indices evaluating greenhouse gas emissions, renewable energies, energy use and climate policies the climate protection performance is categorized as very high, high, medium, low and very low and ranked accordingly. Here it is important to note that no country's climate protection performance was ranked very high and the top three ranks were left vacant in order to raise awareness for the generally low performance. The subcategory national climate policy comprises the latest political climate protection activities and was scored between 0 (no climate protection activities) to 100 (maximum performance) by experts of local NGOs. For further information see: <https://www.climate-change-performance-index.org/>

¹³ The CIVICUS Index evaluates the scope of action for civil societies in different countries and categorizes these in descending order as open, narrow, obstructed, repressed or closed. Thereby, CIVICUS mainly analyses to what extent the government and government institutions attend to their duty to guarantee assembly rights, association rights and freedom of expression. The index is mainly based on expert evaluations and the latest data from the respective countries. For further information see: <https://monitor.civicus.org/methodology/>

¹⁴ The Bertelsmann Transformation Index (BTI) assesses the status of the political transformation towards democracy and the transformation management of different states according to 10 categories and 38 subcategories. A score from 1 to 10 differentiates between total Autocracies (1) and Democracies in consolidation (10) in the category Democracy Status, and between failed, weak, moderate, good and very good in the Governance Index. The subcategories used in this study are those connected to civil society work. These are also scored from 1 to 10. 1 indicating a lack of tradition of civil society organizations, no assembly or association rights and no possibilities for civil society participation. Whereas 10 indicates diverse, longstanding civil society traditions as well as extensive possibilities for civil society participation and guaranteed assembly and association rights. For further information see: <https://www.bti-project.org/>

Strengthen civil society for the implementation of national climate policy as well as to interviews conducted as part of it with experts in the field of climate policy and civil society and with representatives of the climate-driven civil society.

2.2 Activities of climate-driven civil society groups

Civil society organizations engage in different ways to make their voices heard by decision makers. Their climate policy related work includes the following

- Observation and definition of climate change related problems
- Provide civic education on climate politics
- Provide public information on and transparency in climate change related topics
- Control state compliance with its commitment on climate action
- Campaign work
- Exert societal pressure by demonstrations and the unification of individuals and groups with the same interests
- Limit harm in case of state failure
- Lawsuits
- Provide expertise and advocacy by directly cooperating with decision makers

Roth et al. (2005) differentiate these activities between (1) partly institutionalized, legal ways of participation in cooperation with decision makers or legal forms of criticism such as demonstrations ("**Inside**" according to Roth et al. (2015), also Inside-Strategies) and (2) spaces for political discourse and critical reflection on climate policies or civic education on climate policies ("**Outside**", also Outside-Strategies). Another compilation of political activities "**Self help**" (3) was introduced by Müller et al. (2014). Self help comprises measures to improve the situation of those affected by climate change or reduce negative effects on them.

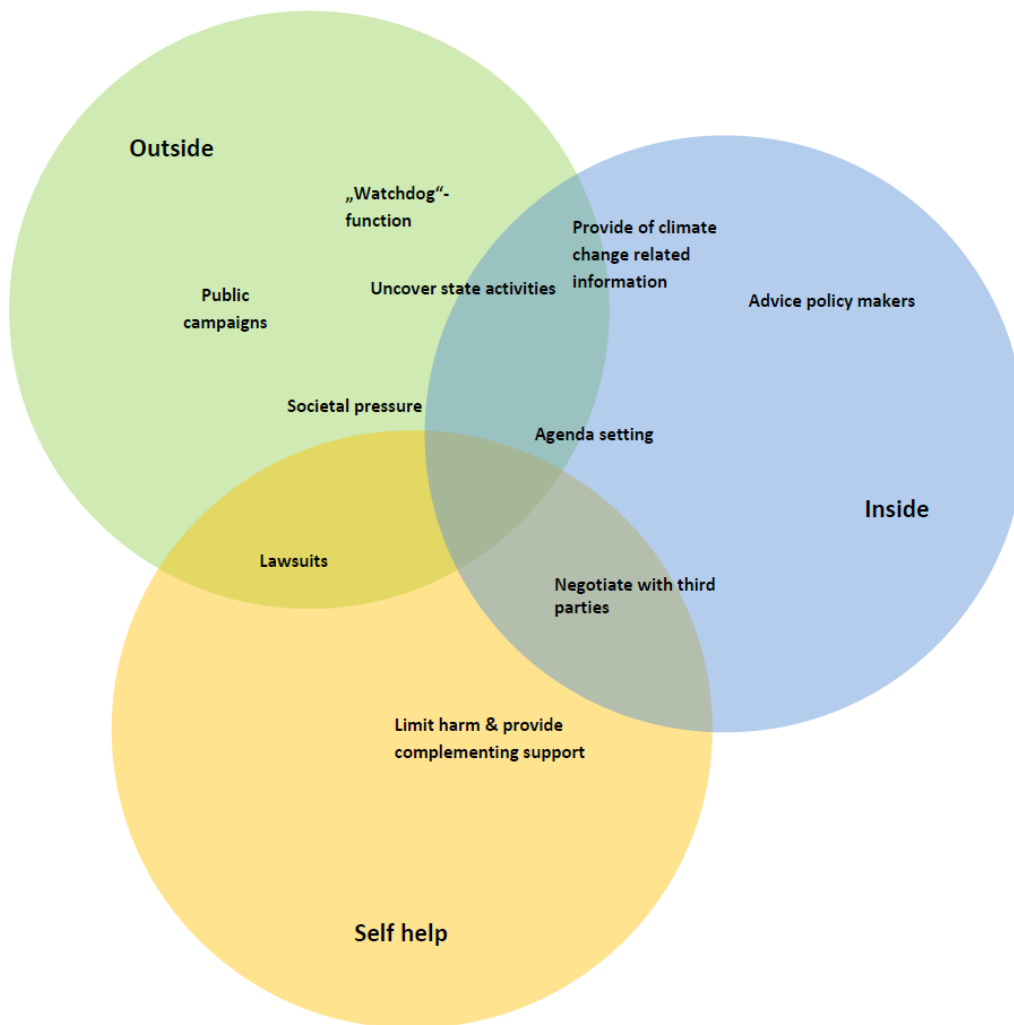


Figure 1: Climate policy related activities of the climate-driven civil society categorized according to the sections Inside, Outside and Self help (own figure).

For the analysis of the activities of climate-driven civil society, we have focused on the activities listed above, while we categorized them in consideration of the work of the authors listed above. The figure resulting from this categorization was used to summarize and to display the climate policy related activities in the surveyed countries. In the country factsheets, the activities related to each category are represented by a red dot. The size of the red dots indicates the amount of work taking place in that specific field. The results are based on scientific publications as well as interviews with experts and representatives of the climate-driven civil society of the respective countries. Thus, the score is to a certain degree subjective and can only serve as orientation.

Some sources used in this paper refer to the final report of the project *Strengthen civil society for the implementation of national climate policy* as well as to interviews conducted as part of it with experts in the field of climate policy and civil society or with representatives of the climate-driven civil society.

3 Climate related activities of civil societies in seven countries – an overview

Without a comprehensive as well as detailed analysis of civil society efforts to influence climate policies and climate protection, conclusions can hardly be drawn on the strategies of climate-driven civil society groups. The amount of former studies on that issue is by far too low and until now even the activities of civil societies themselves have scarcely been investigated. Usually activists decide on their climate policy actions and strategies also with regard to the given civic space. However, due to the complexity of the issue an evaluation of the exact correlations and dependencies of these two aspects is no subject of this paper.

Rather the climate-driven civil societies of the examined countries will be compared based on the scopes of their activities in the different fields. Ensuing this, similarities and differences between focuses of different civil society groups will be determined. Here it is important to note that the causes for an engagement of civil society groups in certain climate policy activities are often very diverse and complex. Thus, the determination of concrete cause-effect relationships for the prioritization of certain activities is not possible and this analysis is limited to the similarities of climate policy activities in the given countries.

3.1 Activities of climate-driven civil society groups

In all countries examined in this study, the **provision of information on climate change and climate policies** seems to make up the major part of the climate policy work of environmental organizations. Activities to uncover state actions and their social and ecological effects are part of this. Environmental organizations in Brazil for example train local experts to watch and report the climate relevant political developments in their communities or federal states. A network of local offices and experts is also used in Indonesia in order to ensure a comprehensive multi-level monitoring of climate relevant policies. In all examined countries the provision of information also encompasses **climate education** of youths and adults. All studied environmental groups invest many resources into the production of coherent information on climate change and climate policies and thus make the mostly complex issues accessible for laymen.

An important part of the activities of climate-driven civil society groups is the **work as watchdog**, i.e. the constant supervision and publication of the governments' progresses in complying with its climate policy ambitions. Climate-driven civil society groups vary in their focus on that: While supervision plays a major role in the work of the Brazilian climate policy networks and the Indonesian climate-driven civil society, environmental organizations in Georgia hardly ever engage in this; seemingly due to their close collaboration with government agencies.

Another large share of activities of climate-driven civil society groups can be

defined as **grassroots work**: Many climate protection and adaptation measures of the surveyed organizations take place on a local and regional level and include direct communication with and integration of citizens or certain groups, e.g. indigenous people, traditional communities, women, children, peasants or other vulnerable members of the population. In this context, the organizations mainly deal with climate relevant subtopics. Additionally, grassroots work seems to encompass the **linkage of social and climate issues** in almost all investigated countries. That linkage however is dealt with in varying intensities: In Brazil and Indonesia the linkage of social and climate issues is a well-established part of grassroots work in climate-driven civil society groups, whereas it is of little importance in the Ukraine. The integration of social issues into grassroots work is advantageous as the information of citizens on the influence of climate change and climate policies on their everyday life raises awareness in the population about the otherwise rather abstract climate related issues. Also, integration is necessary for the development and enforcement of socially compatible climate protection and climate change adaptation measures.

Closely related to the aforementioned is **advocacy work**, which seems to be of increasing importance to environmental organizations. Many of these use their connections to citizens to collect climate policy relevant problems and requests of those affected by climate change or climate policy measures, and present these decision makers. This kind of advocacy work is mainly centered on climate-relevant subtopics. In Colombia, Brazil and Indonesia, in which climate-driven civil society groups put a strong emphasis on grassroots work, these subtopics are e.g. forest protection and land rights. In Uganda climate change adaptation is of major concern. However, climate-driven civil society groups in the Philippines are an exception as many of them are directly involved in the development of local and regional climate plans and are therewith engaged in the participatory definition of problems and challenges to integrate the needs of the citizens affected by climate change into climate action plans.

Ideally, by engaging in these activities, climate-driven civil society groups can put their own climate policy issues on the political agenda and contribute to the tailoring of climate protection and adaptation measures to the needs of the citizens of the respective country or region. Thus, **agenda setting** and **advocacy work** promote the social acceptability of climate policy measures. A special kind of agenda setting is the development and propagation of common positions and proclamations of the climate-driven civil society on national climate policies and their targets. Position papers of this kind which were signed by a large amount of NGOs so far exist in Brazil and the Ukraine only (Status: January 2019).

In order to influence climate policies in their countries and to plan and support climate policy measures, civil society groups in all investigated countries **co-operate with decision makers and government agencies**. This is independent of whether or not the government provides official cooperation formats on a regular base. The level of trust between government representatives and actors of environmental organizations the issues dealt with, the general framework and the

cooperation format seem to have an impact on the kind and depth of cooperation. The kind and depth of cooperation differ immensely between the evaluated countries. In the Philippines for example, government agencies collaborate closely with the climate-driven civil society mainly to draw on their expertise for local and regional climate protection and adaptation measures and to receive professional support for the preparation of and participation in international climate negotiations. The climate-driven civil society of the Ukraine cooperates not only with government agencies but also with international organizations. In contrast to that, environmental organizations in Indonesia and Brazil rather conform with a *critical engagement* and only cooperate with government agencies if they consider their approaches expedient in the respective field. If that is not the case, environmental organizations tend to focus on the critical analyses of their government's climate policy and on promoting public pressure for policy shifts. Regarding these rather **confrontational climate policy activities** it is rather striking that national climate protests have not been organized in any of the countries investigated. Any protests that actually took place rather focused on climate relevant subtopics like renewable energies or forest protection.

Another aspect in which the activities of climate-driven civil society groups vary strongly between the investigated countries are self-help activities, i.e. the planning and implementation of measures for climate protection and climate change adaptation in those regions or for those parts of the population in or for which government agents cannot or will not get active in or with. Environmental organizations mainly seem to engage in these **harm limiting activities** if the implementation of climate policy measures cannot be forwarded by political instruments only, e.g. due to a lack of experts and expertise in government agencies or lacking government presence in certain region. This is mostly the case in countries with inaccessible areas or population groups and low financial or human resources. For example, Indonesia's environmental network *WAHLI* supports the government directly with the planning and implementation of the *Social Forestry Program* for climate protection in inaccessible regions. Also, in the Philippines, which are similarly inaccessible due to their many islands, climate-driven civil society contributes expertise to the planning of climate policies on a regional scale and thus renders the implementation of climate protection and adaptation measures in some regions.

While civil society activities for the facilitation of **negotiations with third parties** hardly play any role at all in the investigated countries, **climate change-related lawsuits** seem to gain momentum although currently they are only part of climate policy activities of environmental organizations in Colombia and the Philippines. In both countries, lawsuit initiatives by climate-driven civil society groups took place in collaboration with international partners.

3.2 Developing capacities and resources to participate in climate policy-making

In many countries, groups have formed out of environmental civil society which critically supervise or influence climate policies. However, participation of these groups in climate issues varies in intensity and regularity. Consequently, the capacities and resources that civil society groups in the examined countries can allocate to participate in climate policy planning and implementation differ widely. This becomes, for example, obvious in the differing financial and human resources available to environmental NGOs for their work on climate policy issues. Although currently, climate driven civil society groups in the analyzed countries seem to be situated in different phases of their development, the analyzed case studies shed light on some similarities among civil society groups in developing capacities and using resources to contribute to climate policy planning and implementation. In some countries, civil society groups see climate policies as overarching issues (e.g. in Georgia and Indonesia) or only as a side-topic related to their main activities (e.g. Uganda). This often goes along with limited resources for climate policy work. In spite of the often low levels of climate policy participation, all NGOs engage in self-help activities, e.g. to prepare the population for the effects of climate change (e.g. Uganda and Philippines). Environmental civil society in many countries seem to approach climate related work through information sharing and climate education activities. NGOs in all assessed countries carried out activities in this field. The critical analysis of climate policies of their governments seems to be the next step towards a regular climate-related work of civil society groups.

4 Conclusion

As advocates for nature and representatives of the population, climate-driven civil society groups contribute to the development and implementation of climate policies adapted to social and ecological reality on a national and sub-national level. A great variety of climate policy activities further make climate-driven civil society groups catalysts for a comprehensive, effective and professional implementation of climate protection and adaptation measures.

Climate policy activities comprise, among others, the processing and publication of information on climate change and climate policies as well as the publication of information on and supervision of pro- or regress of the government's climate policy. They further engage in linking social and climate policy issues as well as grassroots work, such as compiling citizen's claims and advocating the consideration of these claims in climate policies. Other activities include climate policy cooperation with (sub-)national government agencies as well as confrontational activities, such as protests, public campaigns on climate protection and adaptation or harm reduction in these issues. Activities in the legal field, such as law suits, are a comparatively new form of climate policy action.

Although the limited scope of this study and the object under examination do not permit general conclusions, the analysis and comparison of activities of the climate-driven civil society in different countries indicate tendencies in the focus of their work:

The climate-driven civil society groups of all countries are actively engaged in providing climate related information and education. Grassroots work including advocacy work seems to be as much part of the activities of many environmental organizations as the development and publication of their climate policy positions (agenda setting). This is also the case for the linkage of social and climate policy issues. However, the depth, frequency and kind of climate policy cooperation with government agencies as well as the relevance of confrontational activities vary. Climate policy campaigns in all countries examined are not as far reaching as in European countries and law suits by civil society are still rare though growing in importance.

In the process of developing capacities and resources to participate in climate policy-making, many environmental organizations seem to evolve along certain stages as the need for financial and human resources increase as much as the expertise within the respective organization. In the initial phase, many environmental organizations define climate change as a secondary or overarching issue and consequently deal with it passively only. A first step towards more climate policy engagement in many countries seems to be the processing and publication of climate change related information. This is often followed by the development and publication of the organization's own positions on different climate policy issues. Only if the growing expertise as well as growing financial and human resources permit a certain independence regarding climate policy

issues, climate policy networks begin to establish and collaborations with government institutions – if considered acceptable - commence. However, government collaboration may also take place during earlier phases already (e.g. in the Philippines).

It remains to be determined by further research, whether the tendencies observed in this study can be found in other countries as well.

5 Country Factsheets

Brazil – attempts to constrain the deterioration of existing climate policies

The global relevance of the protection of primary forests as in the Amazon region makes the climate policy ambitions of Brazil extraordinarily relevant. With regard to this, a colourful and well-organised civil society campaigns against the deterioration of existing climate policies.

Climate policy in Brazil

In several ways Brazil is of high relevance in international climate politics: On one hand, Brazil ranks seventh in the list of global greenhouse gas emitting countries.¹⁵ On the other hand, Brazil possesses great potential to reduce greenhouse gas emissions

simply by reducing primary forest deforestation, which cover 4 Mio. km² and are thus the largest worldwide next to Russian primary forests.¹⁶

In the context of the Paris agreement the South American country committed itself to reduce its greenhouse gas emissions to 1300 Mt CO₂ equivalents (CO₂e) by 2025 and to 1200 Mt CO₂e by 2030. This equates an emission reduction in comparison to 2005 of 37% and 43% respectively.¹⁷ According to the NDCs, the reduction shall be realized by reforestation and the restriction of illegal deforestation until 2030 as well as an increase of the share of renewable energies in the energy system to 45% by 2030.¹⁸ Nevertheless, international experts as well as civil society organizations consider the NDCs of Brazil as rather not ambitious and question

| <u>Climate policy Brazil</u> | |
|---|-------------------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | average (Rank 22) |
| • National climate policy | 51,4 of 100 |
| Civic space | |
| • CIVICUS monitor | obstructed |
| • Bertelsmann Transformation Index 2018 | |
| Freedom of expression | 8 of 10 |
| Civil society traditions | 3 of 10 |
| Civil society participation | 7 of 10 |
| Association/ assembly rights | 9 of 10 |

¹⁵ In 2014, including emissions from land use changes. EU Member States were counted as one emitter. Source: World Resources Institute (WRI, 2017): CAIT Climate Data Explorer

¹⁶ World Bank (2015)

¹⁷ Federative Republic of Brazil (2015)

¹⁸ Federative Republic of Brazil (2015), Climate Action Tracker (2016)

Brazil's compliance even with these goals.^{19 20 21 22}

The climate policy framework of Brazil contains the *National Plan on Climate Change* (*Plano Nacional sobre Mudança do Clima - PNMC*), the *Brazilian Forest Code* (*Código Florestal*), the Brazilian System of Protected Areas (*SNUC*) and sector plans for climate protection on a national level. Following the adoption, the implementation of these policies should be coordinated, observed and evaluated. Instead, in 2012 the *Brazilian Forest Code* was severely weakened by the *Brazilian Forest Law Reform*^{23,24} and Interim President Michel Temer drastically cut the Environmental Ministry's budget and slackened deforestation restrictions.^{25 26} The recent President Jair Bolsonaro aims to further reduce these restrictions and also dissolved the *National Indian Foundation (FUNAI)* handing reservation demarcations to the Agriculture Ministry.²⁷ Yet, in spite of Brazil's withdrawal from hosting COP25²⁸ it is not clear until now whether Brazil is to withdraw from the Paris agreement as proclaimed as well.²⁹ The latest deforestation counts illustrate this policy change: After deforestation rates constantly decreased until 2014 they began to distinctly increase again ever since then.³⁰

Climate-driven civil society in Brazil

Although the Constitution of Brazil guarantees freedom of expression and freedom of assembly NGO work is heavily restricted by violence against activists and journalists, juridical censorship, a homogenous media landscape and restrained access to international support.^{31,32} The actual influence of the partly institutionalized civil society participation in co-managing public policies by committees or councils vary. The most important participatory council – *Fórum Brasileiro Mudanças Climáticas (FBMC)* – although staffed with high-level actors and stakeholders from politics, the economy and civil society³³, was lately criti-

¹⁹ *ibid.*

²⁰ Rezende de Azevedo, Tasso et al. (2016)

²¹ Morena, Camila (2017)

²² Angelo, Mauricio (2017)

²³ WWF Brazil (2012)

²⁴ Folha de S. Paulo (2011)

²⁵ Contas Abertas (2017)

²⁶ O Tempo (2017)

²⁷ Die Zeit (2019)

²⁸ Süddeutsche Zeitung (2018)

²⁹ Bertelsmann Transformation Index (2018α)

³⁰ INPE (2017)

³¹ CIVICUS (2017)

³² Bertelsmann Transformation Index (2018α)

³³ Chaired by the Brazilian president the FBMC is composed of 15 Ministers, chairpersons of the most important national regulatory and fiscal authorities, officeholder from the legislative, federal states and their capitals as well as actors from science, the economy and civil society. Source: Presidente da República Federativa do Brazil (2017)

cized due to its lack of transparency, unequal composition and its low significance for national climate policy decisions.^{34 35} The assurance of the Temer government to promote participation possibilities for civil society and to adhere to the rights of traditional and indigenous groups when implementing the NDCs is endangered since the amalgamation of the responsible institutions.^{36 37}

The climate-driven civil society in Brazil can be described as a professional, well-informed and science-oriented movement connecting climate with social issues.³⁸ NGOs are primarily financed by international donors and mainly deal with climate change as a cross-cutting issue by integrating it in their work on conflicts about land and resources, environmental crimes and social justice.³⁹

Important civil society networks regarding national climate policies are the *Observatório do Clima (OC)* and the *Grupo Carta de Belém (GCB)*. While many international environmental protection organizations and research institutes are members of the *OC*, the *GCB* mainly consists of regionally active NGOs representing e.g. indigenous people, workers or peasants. Thus, the connection between social and ecological issues is especially strong with *GCB*. The networks also differ in their position towards market-oriented climate protection instruments such as REDD+, green economy and payments for ecosystem services.⁴⁰ The *OC* is rather open towards these and cooperates with government agencies although both networks lately also criticised government action.⁴¹

³⁴ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

³⁵ Grupo Carta de Belém (2016)

³⁶ Die Zeit (2019)

³⁷ Girardi, Giovana / PROCLIMA (2019)

³⁸ Segebart, Dörte; König, Claudia (2013)

³⁹ *ibid.*

⁴⁰ *ibid.*

⁴¹ See for example: Grupo Carta de Belém (2015), Observatório do Clima (2018a)

Climate-driven civil society activities in Brazil

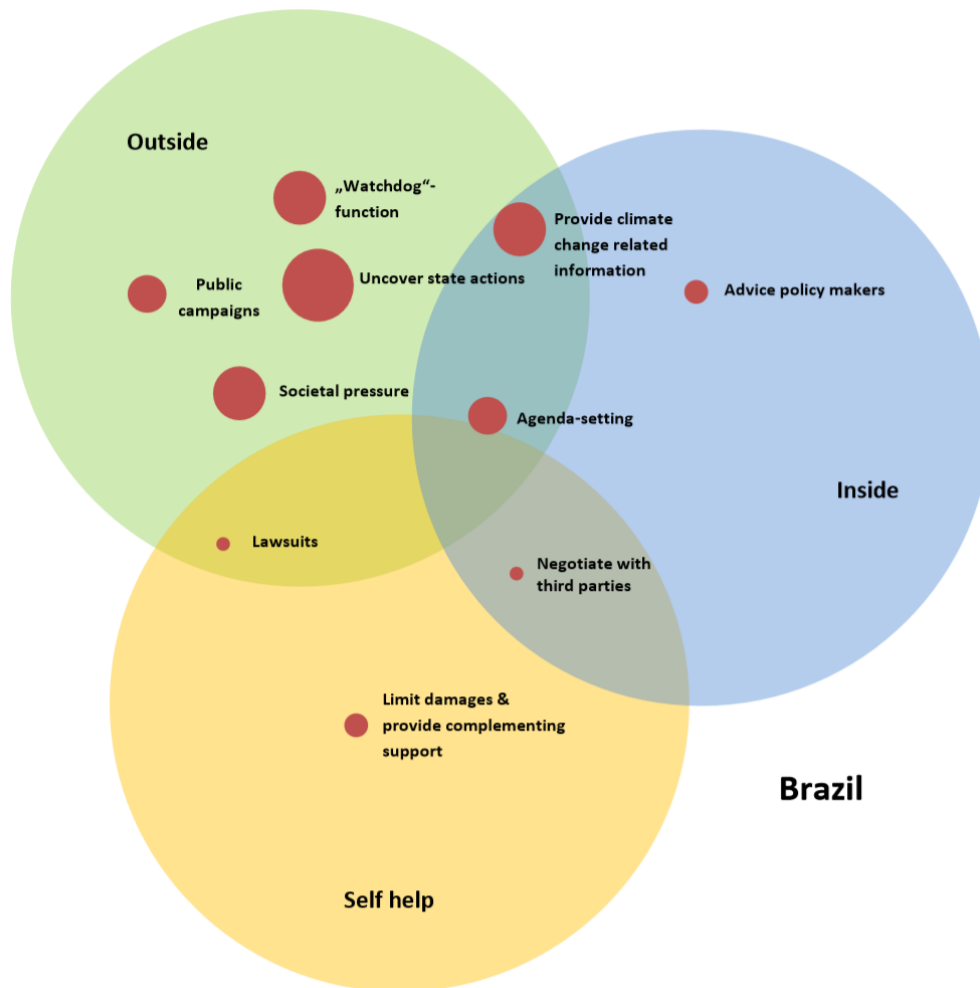


Figure 2: Activities of the climate-driven civil society in Brazil. The larger the dots the more important the respective activity. (own source)

There is an active civil society in Brazil that considers climate change an important issue. In order to participate in the national climate policy discussions Brazil's civil society has united in two networks, the *OC* and *GCB* (see above). While the *GCB* member organizations agreed on common guidelines with regard to climate issues, the *OC* has issued detailed propositions for Brazil's NDCs. National climate networks are not only of advantage to NGOs in terms of the positioning of their own climate policy claims, but they are also necessary to use the often limited resources of (sub-)national grassroots organizations to participate in climate policy activities as effective as possible.

An important part of the climate policy work of both networks is the supervision of climate relevant government actions. Both networks provide information

on the latest developments of the Brazilian climate policy on their homepages. This comprises critical contributions like the exposition of bills with foreseeable harmful effects on the climate or explanations of the links between forest and climate policies.⁴² Thus, both climate networks consider themselves government “watchdogs”.

Further, both networks use their homepages to present their respective positions which were developed in cooperation with, among others, smaller and only locally active organizations. While *OC*'s work mainly focuses on influencing national climate policies, *GCB* rather engages in educational work, e.g. sustainability schools in urban and rural regions.

Both networks consider campaigns part of their work although these are not at all as far reaching as campaigns of civil societies in European countries.

Often climate and environmental issues are linked with social problems in Brazil, which reflects the strong interlinkage of the discourses on land rights and climate protection. An example for this is the participation of *CGB* members in demonstrations organized by the *Resista!* alliance against social and ecological regressions of the Temer government.⁴³ In general, climate policy protests are planned mainly on the organizational level and only rarely on the network level.

Although climate related lawsuits do not yet play a role in Brazil, Brazilian NGOs make use of the legal system in their work on climate relevant subtopics, such as land rights, in order to enforce their claims.

Yet, both Brazilian climate networks cooperate with the government: The *OC* holds a seat in the FBMC and the *GCB* contributes to the national council on REDD+ (CONAREDD).⁴⁴ Overall, it seems that the *OC* interacts with decision makers on a much more regular basis since *GCB* cooperation with government agencies is rather rare. This is due to limited resources as well as political differences. However, on a subnational level the *GCB* maintains good and regular contacts with local government institutions in order to advice these on the implementation of socially acceptable climate policies.

⁴² E.g. Observatório do Clima (2018b)

⁴³ Grupo Carta de Belém

⁴⁴ Heinrich-Böll-Stiftung Brasil (2016)

Colombia – a desire for more climate policy participation

Colombia's climate policy is ambivalent as it supports ambitious climate protection goals as well as the mining and export of coal. Civil society was only rarely involved in planning and implementing climate policies leading to claims of many NGOs for more possibilities for participation.

Climate policy of Colombia

Although Colombia's economy heavily relies on the extraction of non-renewable raw materials it plays a leading role internationally among the countries supporting ambitious climate policies.⁴⁵

These ambitions are mirrored in Colombia's

NDCs: The government intends to emit 20% less CO₂e in 2030 than expected according to a BAU scenario. A reduction of 30% is considered possible if international support is granted.^{46 47}

According to Höhne et al. (2014)⁴⁸ Colombia's NDCs can be considered a fair contribution to reaching the two-degree target. Additionally, the implementation of the prioritized climate protection measures from the 33 ministries would over accomplish Colombia's reduction goals by 2%.⁴⁹ However, the planned expansion of coal mining and use contrasts with this as does the fact that until now no Ministry was ascribed the task to reduce deforestation. As a result, an order by the supreme court from 2018 imposes the quick implementation of deforestation measures in the Amazon region.⁵⁰

The *National Council on Economic and Social Policy (CONPES)*⁵¹ is responsible for climate issues. It outlined the institutional *Strategy for the Articulation of Policies and Actions on Climate Change in Colombia (CONPES 3700)* in 2011 and

| <u>Climate policy Colombia</u> | |
|--|-----------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | No data |
| • National climate policy | No data |
| Civic space | |
| • CIVICUS monitor | repressed |
| • Bertelsmann Transformation Index 2017 | |
| Freedom of expression | 7 of 10 |
| Civil society traditions | 5 of 10 |
| Civil society participation | 5 of 10 |
| Association/ assembly rights | 7 of 10 |

⁴⁵ Lütkenmöller et al. (2018)

⁴⁶ Gobierno de Colombia (b)

⁴⁷ Lütkenmöller et al. (2018)

⁴⁸ Höhne et al. (2014)

⁴⁹ Lütkenmöller et al. (2018)

⁵⁰ Corte Suprema de Justicia de la Republica de Colombia (2018b)

⁵¹ El Consejo Nacional de Política Económica y Social (CONPES)

the *Low Carbon Development Strategy (ECDBC)*⁵², which is to decouple economic growth and emission increases until 2040.⁵³ According to the Ministry of Environment the national climate policy further comprises the *National Plan for Climate Change Adaptation (PNACC)*⁵⁴, the *National REDD+ Strategy (ENREDD+)*⁵⁵, the *Strategy for Fiscal Protection against Natural Disasters*⁵⁶ and the *National Strategy for Climate Financing*.^{57 58} Since 2016 the national climate policy is mainly organized by the *SISCLIMA*⁵⁹, an inter-sectoral government coordination unit established by the *CONPES*. In spite of this mainstreaming of climate policy measures, they do not have the highest priority due to the ongoing peace process. The government initiative *Colombia Sostenible* is an attempt to link peace efforts with sustainable development.⁶⁰ As strong and regionally different effects of climate change are expected in Colombia, there is a focus on adaptation measures in Colombia's climate policy.

The government regularly publishes national communication papers (*Comunicaciones Nacionales*) containing data on the impacts of climate change on Colombia, its vulnerability as well as proposed measures for climate protection and climate change adaptation. These information serve government agencies a decision-making basis.⁶¹

Climate-driven civil society

Colombia's civil society is rather sophisticated and well organized and democratic participation has improved ever since the peace process began in 2011. Still, Civic space in Colombia is strongly characterized by violence. Violent attacks on and murder of journalists, lawyers, human rights and environmental activists as well as indigenous people have in fact increased since 2016. In spite of Colombia being one of the most dangerous countries for journalists and activists⁶² it has an active and diverse civil society.⁶³

Colombia's environmental NGOs traditionally focus on fighting deforestation, protecting biodiversity and raising awareness for environmental issues. As deforestation is a major contributor to Colombia's greenhouse gas emissions this work is of great relevance to climate protection. Still, dealing with climate policy from an international perspective is rather new for most environmental organizations and no nationwide NGO network is primarily engaged in the coordina-

⁵² Estrategia Colombiana de Desarrollo Bajo en Carbono (ECDBC)

⁵³ Gobierno de Colombia (c)

⁵⁴ Plan nacional de adaptación al cambio climático (PNACC)

⁵⁵ Estrategia nacional para la reducción de las emisiones debidas a la deforestación y la degradación forestal (ENREDD+)

⁵⁶ Estrategia de protección financiera frente a desastres

⁵⁷ Estrategia nacional de financiamiento climático

⁵⁸ Colombia. Ministerio de Ambiente y Desarrollo Sostenible (2017)

⁵⁹ Sistema Nacional de Cambio Climático (SISCLIMA)

⁶⁰ Gobierno de Colombia (α)

⁶¹ Ministerio de Ambiente y Desarrollo Sostenible de Colombia (α)

⁶² CIVICUS (2016)

⁶³ Bertelsmann Transformation Index (2018b)

tion of climate policy claims. According to the government, civil society was involved in the development of climate policy measures nonetheless. Still, many environmental organizations demand more possibilities for participation and criticize e.g. the consultations on the National Plan for Climate Change in which lobbyists of the economy held the large majority.

According to the Santos government civil society was involved in the development of climate policy measures, e.g. the *Estrategia Colombiana de Desarrollo Bajo en Carbono*⁶⁴. The Ministry of Environment also mentions participation possibilities for invited representatives of the social sector during the national *SIS-CLIMA* negotiations and for nonprofit organizations on the regional level.⁶⁵ However, many environmental organizations demand more climate policy participation referring to lacking participation possibilities during the SISCLIMA negotiations and consultations on the national climate plan in 2015 which were dominated by representatives of business interests.⁶⁶

Climate-driven civil society activities in Colombia

International climate policy is a relatively new field for most Colombian NGOs. The climate issue receives some attention but it is usually dealt with in terms of communication, education and the provision of information. Civil society organizations also engage in demonstrations for more climate protection and certain climate protection projects on a local and regional scale. However, civil society does not deliberately influence the NDCs. This is mainly because NGOs lack connections with the government and responsible ministries. In addition, the government does not directly invite NGO representatives to consultations within the *Sistema Nacional de Cambio Climático (SISCLIMA)*, which is to coordinate climate protection and adaptation measures.

Still, Colombia's civil society is very experienced in forming networks. For example, large civil society networks successfully formed against big mining projects, fracking and in favor of water and forest protection.⁶⁷ Although these networks indirectly influence climate protection, there is no network supervising the implementation of the NDCs, yet.

Aside from that, legal instruments were only recently used for the first time by civil society groups to enforce a quick implementation of national climate goals in terms of the containment of deforestation. The interlinkage of climate protection, human rights and intergenerational justice was successful: The judge decided that different state measures are to reduce Amazonian deforestation to zero

⁶⁴ Gobierno de Colombia (b)

⁶⁵ Ministerio de Ambiente y Desarrollo Sostenible de Colombia (b)

⁶⁶ Interviews for the final report of the project *Strengthening civil society in the implementation of national climate policy*

⁶⁷ E.g. the Colombian Alliance against Fracking (Alianza Colombia libre de Fracking), the national environmental movement (Movimiento Nacional Ambiental), the Colombian movement 'Ríos Vivos'. Source: Cens at Agua Viva: Homepage.

as fast as possible and additionally emphasized that civil society is given permission to participate in planning meetings on all administrative levels.^{68 69}

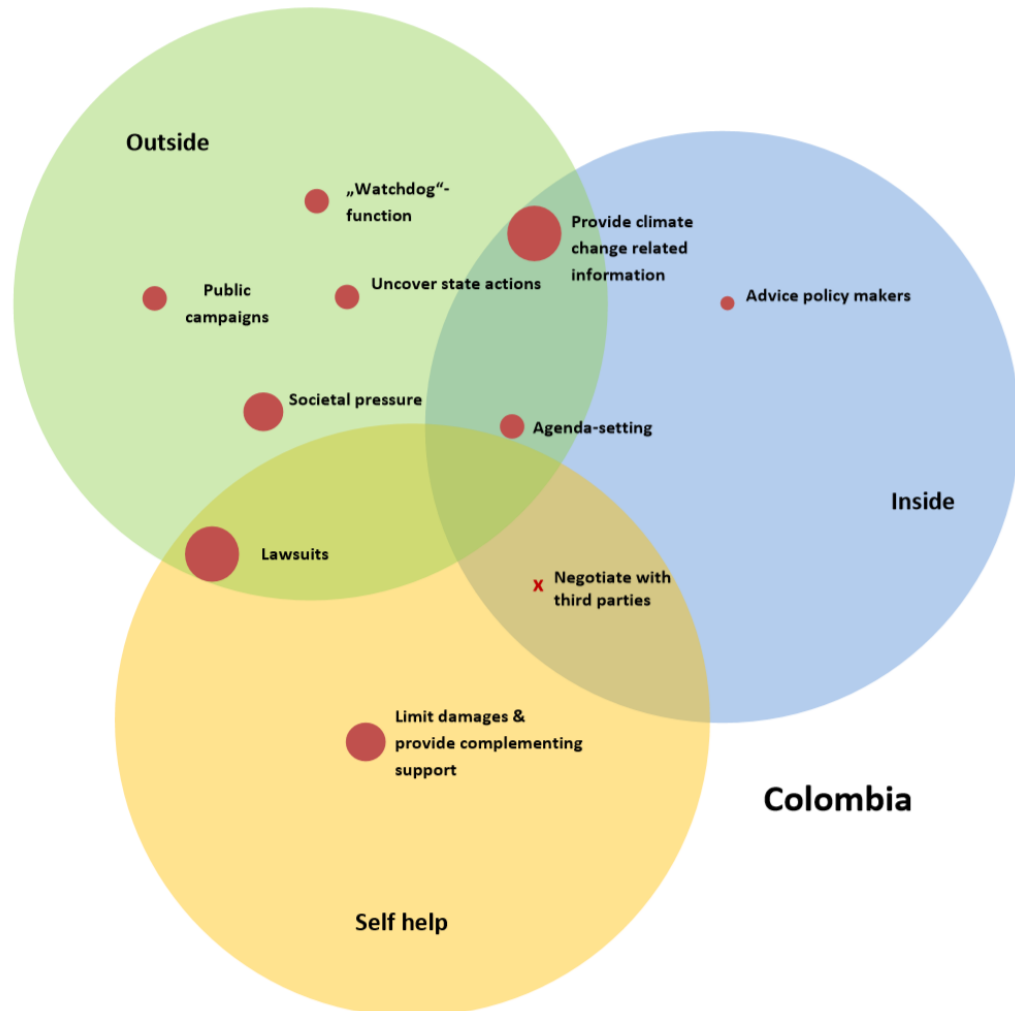


Figure 5: Activities of the climate-driven civil society in Colombia. The larger the dots the more important the respective activity. (own source)

⁶⁸ Corte Suprema de Justicia de la República de Colombia (2018)

⁶⁹ Dejusticia (2018)

Georgia – Cooperation to strengthen climate action ambitions on the way to Europe

Although its NDCs could be more ambitious, Georgia's convergence to the European Union (EU) could lead to progress in its climate policy and more civil society participation. A civil society cooperating closely with government agencies is ready to contribute knowhow to the development of climate policies.

Climate policy of Georgia

Although Georgia's share on global greenhouse gas emissions is rather low (0.03% in 2012)⁷⁰, it is strongly affected by climate change.⁷¹ As the costs of the resulting damages is expected to exceed the costs of a mitigation strategy by 8-10 billion US-Dollar⁷², the implementation of a mitiga-

tion strategy is a prioritized scheme of the government. Additionally, the government plans to reduce Georgia's GHG emissions by 15% in comparison to a BAU scenario and prospects a 25% reduction if international support is granted.⁷³

The NDCs are to be implemented by the Climate Committee installed by the government. The committee integrated climate issues in a variety of national energy policies (e.g. *National Energy Efficiency Action Plan - NEEAP*) or agriculture and forest management (e.g. *Sustainable Forest Management Plan - SFM*) and in the second *National Environmental Action Plan (NEAP-2)*. The Georgian government promotes climate protection initiatives as on biomass use and production, programs on green cities or programs to increase capacities for the implementation of a low emission development strategy. However, Georgia could be more ambitious as its BAU scenario is rather pessimistic resulting in easily achievable reduction targets.⁷⁴ Also, many climate protection instruments are non-binding plans or strategies only.⁷⁵

| Climate policy Georgia | |
|--|----------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | No data |
| • National climate policy | No data |
| Civic space | |
| • CIVICUS monitor | narrowed |
| • Bertelsmann Transformation Index 2017 | |
| Freedom of expression | 8 of 10 |
| Civil society traditions | 6 of 10 |
| Civil society participation | 6 of 10 |
| Association/ assembly rights | 9 of 10 |

⁷⁰ The given emissions do not include emission by forestry or land use changes. Source: WRI (2013): CAIT 2013

⁷¹ *ibid.*

⁷² According to an expert judge estimation economic losses during 2021-2030 would amount to 10-12 billion US-Dollar while adaptation measures would cost 1.5-2 billion US-Dollar. Source: Republic of Georgia (2016).

⁷³ Republic of Georgia (2016)

⁷⁴ Lui, S within (2018)

⁷⁵ Bertelsmann Transformation Index (2018c)

Climate-driven civil society

In Georgia freedom of expression as well as assembly rights are guaranteed by the constitution and since the Rose Revolution in 2003 organizations representing minorities can register as legal persons.^{76 77} Although Georgia is considered one of the most progressive countries in its region regarding media rights⁷⁸, the implementation of some human and civil rights is still problematic.^{79 80}

The Ministry of Environment and the Ministry of Energy plan to develop the infrequent consultations of environmental organizations into a structured cooperation on climate policies.⁸¹ Civil society participation is not just promoted due to a desired convergence to the EU⁸² but also because the NGO's knowhow and expertise in designing and implementing climate policies is highly appreciated. This partly explains the relatively high amount of former NGO professionals in official government agencies.⁸³ In spite of their political influence, civil society organizations in Georgia are mostly dependent on international donors and have only few members. Yet, the organizations are well organized in many coalitions although not that well regarding climate issues.^{84 85}

Among Georgia's NGOs groups working on climate issues are mainly to be found in the environmental movement which focuses on biodiversity protection. This climate-driven civil society has only few members and is primarily engaged on a subnational level. Its climate related work is more or less restricted to pilot projects on emission reductions and the provision of energy saving measures. Further, there are no civil society actors or NGOs systematically involved in the NDCs implementation.⁸⁶ This is mainly due to a lack of resources and expertise which need to be improved for a goal-oriented cooperation with government institutions.

Climate-driven civil society activities in Georgia

As already mentioned the climate-driven civil society in Georgia comprises only a few actors of the environmental movement. Until the beginning of 2019, these actors have not yet agreed on a common strategy or an action plan on climate protection goals and their implementation. Therefore, the *Green Movement of Georgia (GMG)*, an environmental NGO engaged in climate issues, serves as an example to give an insight into the latest strategies of the Georgian climate-driven civil society.

⁷⁶ *ibid.*

⁷⁷ CIVICUS Monitor (c)

⁷⁸ *ibid.*

⁷⁹ *ibid.*

⁸⁰ Bertelsmann Transformation Index (2018c)

⁸¹ Final report of the project *Strengthen Civil Society for the implementation of national climate policy*

⁸² Bertelsmann Transformation Index (2018c)

⁸³ *ibid.*

⁸⁴ *ibid.*

⁸⁵ Asian Development Bank (2011)

⁸⁶ Final report of the project *Strengthen Civil Society for the implementation of national climate policy*

Climate relevant activities of the GMC are mainly hands-on projects on specialized topics, e.g. renewable energies and mobility, which contribute to climate protection. Next to the implementation of climate protection measures on a local scale, as e.g. the installation of solar panels, the GMC mainly engages in educational work. This focuses on knowledge transfer regarding climate relevant processes and contexts or on individual actions for climate protection. A critical discussion of government action for climate protection takes no major part in GMCs work.

GMC is further characterized by a great willingness to cooperate with the government. Consequently, its climate policy emphasis lies on the provision of expertise and knowhow for decision makers, e.g. statements on climate relevant bills. This is tailored to the existing windows of opportunity provided by the government's climate policy agenda. The authors could not find information on any protests or alliances against the current Georgian climate policy or on open arguments about climate policies between civil society and the Georgian government.

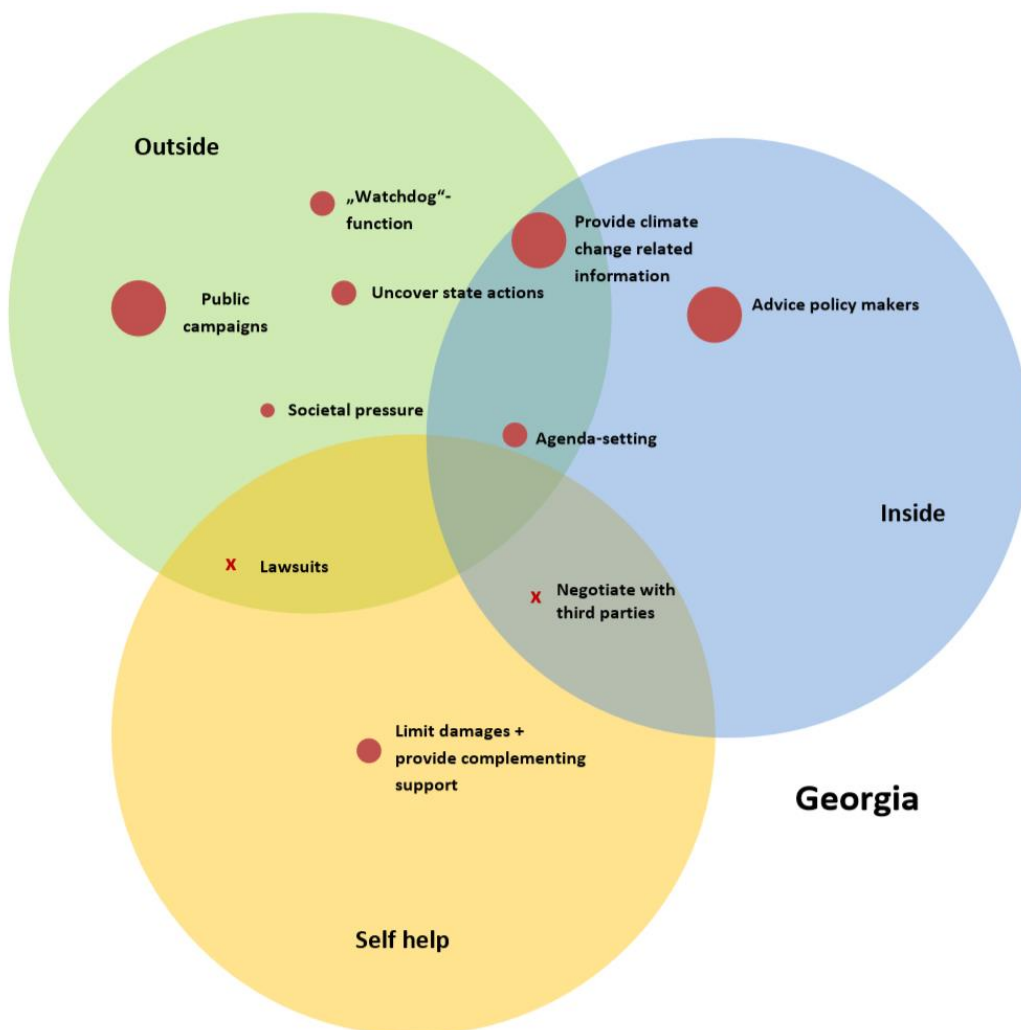


Figure 3: Activities of the climate-driven civil society in Georgia. The larger the dots the more important the respective activity. (own source)

Indonesia – Towards more transparency and integration of social issues in climate policies

The ongoing deforestation of its tropical forests and the expansion of its coal-based energy supply renders Indonesia one of the world's biggest contributors to greenhouse gas emissions. Following a critical engagement strategy, the civil society critically reviews the government's climate policy and supports measures which it considers efficient and socially just.

Climate policy of Indonesia

Indonesia's greenhouse gas emissions have doubled from 1990 to 2015. Domestic policy developments regarding forest policy, energy planning and coal use are of decisive effect^{87 88} as Indonesia ranks seventh among the top greenhouse gas

emitting countries.⁸⁹ The country intends to reduce its emission by 29% without or 41% with international support in comparison to the emissions expected in a BAU scenario.⁹⁰ Experts rate Indonesia's NDCs as insufficient and contradictory⁹¹ as the country mainly intends to promote its infrastructure, e.g. by expanding heavy industry, coal mining, large bio fuel plantations and the production of renewable energies at the same time.⁹²

The *National Action Plan on Climate Change Mitigation (RAN-GRK)* and the *National Action Plan on Climate Change Adaptation (RAN-API)* are to implement the NDCs on a (sub-)national level.⁹³ The moratorium on forest clearances of 2011 was a first step on reducing emissions but according to experts it needs improvement to reduce emissions from deforestation on a long term.⁹⁴ Also, since 2015 it is planned to hand 12.7 million hectares to local communities for sustaina-

| <u>Climate policy Indonesia</u> | |
|---|---------------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | Low (Rank 38) |
| • National climate policy | 34.3 of 100 |
| Civic space | |
| • CIVICUS monitor | obstructed |
| • Bertelsmann Transformation Index 2017 | |
| Freedom of expression | 6 of 10 |
| Civil society traditions | 6 of 10 |
| Civil society participation | 7 of 10 |
| Association/ assembly rights | 7 of 10 |

⁸⁷ Edenhofer et al. (2018)

⁸⁸ IRENA (2017)

⁸⁹ In 2014, including emissions from land use changes. EU Member States were counted as one emitter.

Source: World Resources Institute (WRI, 2017): CAIT Climate Data Explorer

⁹⁰ Republic of Indonesia (2016)

⁹¹ Climate Action Tracker (2016b)

⁹² Republic of Indonesia (2014)

⁹³ Republic of Indonesia (2016)

⁹⁴ See Austin et al. (2012)

ble use and thus avoid emissions. Due to its complexity this plan was only implemented on 10% of that area so far.^{95 96}

Climate-driven civil society

The rights to associate and assemble are warranted in Indonesia, except for advocates of separatism, radical left ideologies, a better regulation of the extractive industry and certain alternative religions.^{97 98} While there is a diverse, pluralistic and critical media landscape in Indonesia, state agencies block access to many websites.⁹⁹

With more than 130.000 NGOs, civil society in Indonesia is one of the most active in South East Asia. The decentralization of political decisions in the last years has not just strengthened NGO participation in general but also NGO presence in rural areas.^{100 101} Yet, it faces restrictions: e.g. with Law No. 17 (2013) NGOs are no longer allowed to question state principles (Pancasila) or to organize activities that disturb public order and well-being.¹⁰²

In the NDCs of 2015 the Indonesian government emphasized that civil society and local communities must be included in any ambitions to tackle the challenges of climate change.¹⁰³ In spite of this, there are no institutionalized cooperation and communication formats between government institutions and civil society although civil society groups are invited to round tables on climate issues on a non-regular basis.^{104 105}

Many projects on climate protection and adaptation in Indonesia are funded and implemented by international donors, whereas civil society groups primarily deal with environmental and human rights issues. Climate issues are considered an overarching theme but only directly addressed by very few actors. According to national experts initiatives to improve inter-NGO coordination to collaboratively raise awareness for climate change have only just began.¹⁰⁶ This is mirrored in the fact, that there is only little climate awareness in the general Indonesian public and that most people seem not aware of the connections between land use, forest and energy policies, development issues and climate issues.¹⁰⁷ Civil society contributions to climate policy relevant issues are mainly supplied by NGO engagement on important sub-issues, e.g. forest policy, land rights and renewable energies. In these fields the environmental network *WAHLI* and think

⁹⁵ MFP / Ministry of Environment and Forestry of Indonesia / UKAid (2017)

⁹⁶ Sinaga, Alexander (2017)

⁹⁷ Croissant, Aurel (2016)

⁹⁸ Bertelsmann Transformation Index (2018d)

⁹⁹ *ibid.*

¹⁰⁰ Gaffar Karim et al. (2014)

¹⁰¹ Bertelsmann Transformation Index (2018d)

¹⁰² Civic Freedom Monitor

¹⁰³ UNFCCC

¹⁰⁴ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

¹⁰⁵ *ibid.*

¹⁰⁶ *ibid.*

¹⁰⁷ *ibid.*

tanks such as the *Institute for Essential Services Reform (IESR)* play a major role.

The NGO network *WAHLI* comprises almost 500 Indonesian member organizations and is well-known for its professional and independent work on environmental and social justice issues.¹⁰⁸ With its 23 regional offices and a national headquarter it connects the grassroots in the rural provinces with the national level quite well. *WAHLI* thus consolidates the claims of local communities and offers a platform for professional and traditional knowledge.

Contrasting this, the *IESR* is a science-oriented think tank rather engaged in an urban context and on a national level. Its well-educated employees provide it with a profound, climate-relevant knowhow. Because of this, the *IESR* is one of the few Indonesian NGOs providing information explaining the links between climate change, renewable energies, energy efficiency and the extractive industry at its online presence.

Climate-driven civil society activities in Indonesia

So far (end of 2018), the climate-driven civil society in Indonesia did not agree on common positions regarding the implementation of climate ambitions, such as the NDCs. Indonesia's environmental NGOs seem to rather integrate climate change issues into their present strategies in the environmental sphere. The climate strategies of Indonesian environmental organizations are discussed here based on the two most important actors in this field, *WAHLI* and *IESR*.

WAHLI considers its climate change strategy in accordance with *Critical Engagement*, i.e. a critical examination of government action in combination with cooperation. *WAHLI* only cooperates if it considers the respective government activities expedient, e.g. in the field of Social Forestry. The network contributes to the implementation of the Indonesian climate goals and the translation of national climate policies into local action by mobilizing and education communities for the issuance of forest rights for community forests. Thus, it fills in implementation gaps in out-of-reach areas for government institutions.

¹⁰⁸ *ibid.*

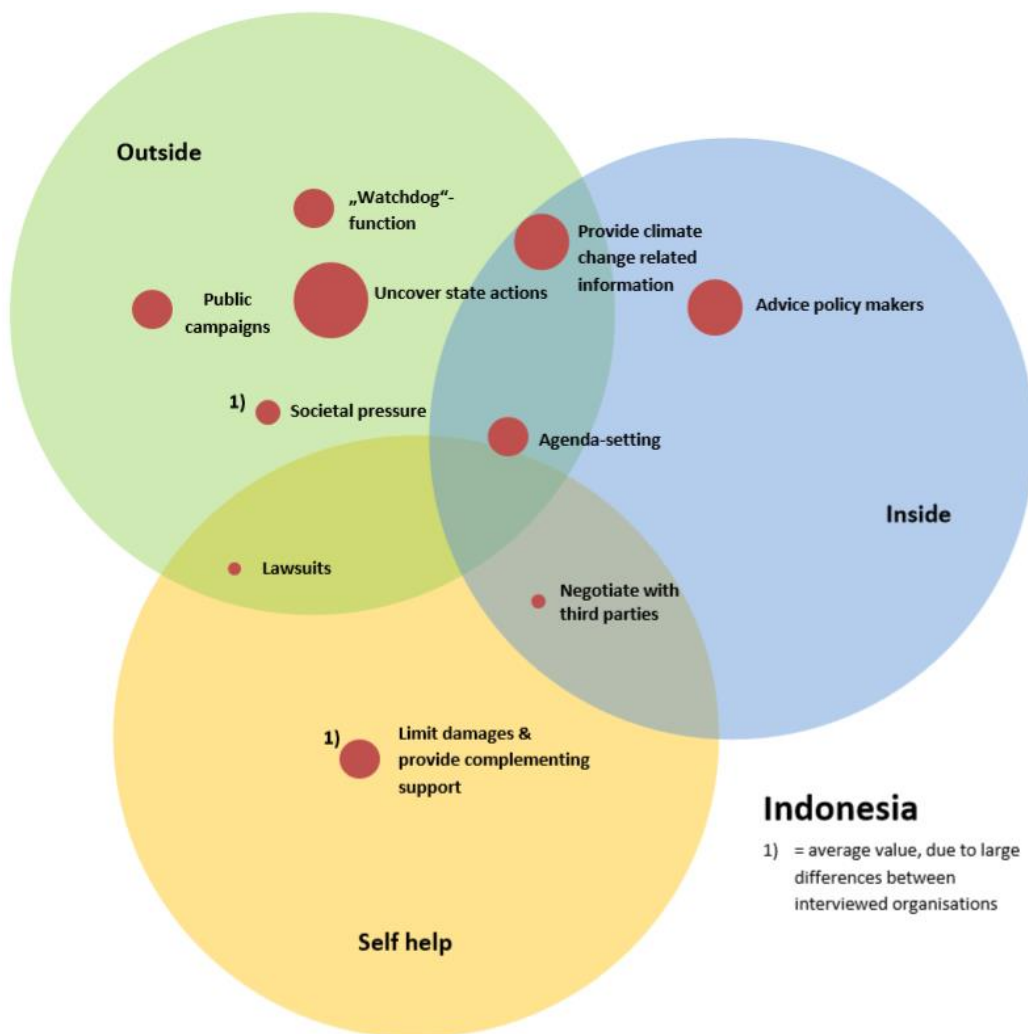


Figure 4: Activities of the climate-driven civil society in Indonesia. The larger the dots the more important the respective activity. (own source)

Aside from this, *WAHLI* draws on its network to assess the needs of local communities and translate them to political claims on a national level. Government institutions cherish this input.¹⁰⁹ Through its network *WAHLI* informs its local members on governmental climate policy actions and in doing so renders political processes more transparent. Further, it creates a well-informed and critical public and is capable of giving feedback on climate policy implementation processes as well as pointing out possible obstacles and suitable alternatives for action.

Additionally, the distinctly smaller *IESR* evaluates government action on energy and climate policy issues which further adds transparency. However, it mostly draws on the scientific and technical expertise of its employees and ad-

¹⁰⁹ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

dresses experts as well as decision makers rather than citizens. The *IESR* influences Indonesia's climate policy by posing problems to politicians and other key actors and pointing out comprehensive solutions. In conclusion, the *IESR* cooperates with decision makers on a more professional basis, whereas *WAHLI* emphasizes Inside and Outside activities.

Philippines – small, but active and cherished

Forced by their vulnerability the Philippines' climate policy focuses on climate change adaptation measures. The few NGOs specialized on climate policies advice government members in advance and during international climate negotiations and on the design of regional adaptation plans.

Climate policy of the Philippines

The Philippines have a rather low share in global greenhouse gas emissions but predictions on economic and population growth imply the need to decouple emissions. Further, the improvement of the country's adaptability is of high importance as it ranks fourth among the countries most affected by climate change.¹¹⁰

| <u>Climate policy Philippines</u> | |
|--|------------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | No data |
| • National climate policy | No data |
| Civic space | |
| • CIVICUS monitor | obstructed |
| • Bertelsmann Transformation Index 2017 | |
| Freedom of expression | 6 of 10 |
| Civil society traditions | 4 of 10 |
| Civil society participation | 6 of 10 |
| Association/ assembly rights | 9 of 10 |

The NDCs aim at reducing climate relevant emissions to 70% of the emissions predicted by a BAU scenario by 2030.¹¹¹ However, the Philippines have not yet published a BAU scenario and the targeted reductions explicitly rely on international support.

On a national level the *Climate Change Act* of 2009 and the *National Framework Strategy on Climate Change (NFSCC)* frame the climate policy of the Philippines. Based on the first the *Climate Change Commission (CCC)* was founded which is to implement the *NFSCC* and the *National Climate Change Action Plan 2011-2028*¹¹². It is also responsible for the management of the *People's Survival Fund (PSF)*, a financial instrument to enable local climate change adaptation projects.¹¹³

Local government units are supposed to design local climate actions plans and projects for local adaptation measures. However, as these lack technical-administrative expertise and sufficiently trained experts only a very low share of the available budget has been used until now.

¹¹⁰ Kreft et al. (2015)

¹¹¹ Climate Action Tracker (2017)

¹¹² GIZ (2018)

¹¹³ *ibid.*

Although the Renewable Energy Act of 2008 designates 0.75% of the GDP for the promotion of renewable energy use¹¹⁴, the Coal Roadmap 2017-2040 implies that the energy supply of the Philippines can be expected to cause a strong increase in greenhouse gas emissions in the future.

Climate-driven civil society

The Philippines' civil society is very active, dynamic, critical and diverse. It is also well represented online as well as in public participation processes. In fact, the Philippines have the highest density of NGOs per person in Asia. This is mainly due to the constitutionally guaranteed freedoms and the *Local Government Code* of 1991, which aimed at strengthening local decision-making competencies.¹¹⁵

While civil society participation was promoted during the presidency of Benigno Aquino III.¹¹⁶, President Rodrigo Duterte's decisions so far impeded civil society participation, civil society monitoring of state action and personal freedoms against the state.¹¹⁷ Further, Duterte's War on Drugs increasingly affects civil society actors.¹¹⁹ Additionally, according to statistics the Philippines recorded the second highest number of murders on human rights activists worldwide in 2015.¹²⁰

Although government agencies are required to consult NGOs on programs and projects with climate and environmental impact¹²¹, the degree of participation varies strongly between the different administrative units. Some NGOs claim that most participatory processes remain superficial¹²² and civil society recommendations are only rarely considered in government decisions.¹²³

The climate-driven civil society in the Philippines is comparatively new and comprises rather few people. However, its members are highly motivated and well educated and have established a strong network and good connections to the government agencies in charge of climate issues. Climate-driven NGOs in the Philippines mainly deal with climate justice and climate change adaptation of rural and traditional communities. Especially many traditional NGOs do not directly deal with climate change but focus on land rights, human rights and indigenous people rights.

Climate-driven civil society activities in the Philippines

In spite of its young history and low membership size, the climate-driven civil society in the Philippines seems to engage in different activities and to forward

¹¹⁴ IRENA & ACE (2016)

¹¹⁵ Bertelsmann Transformation Index (2018f)

¹¹⁶ *ibid.*

¹¹⁷ Caucus of Development NGO Networks (CODE_NGO): Alternative Law Groups (ALG) (2016)

¹¹⁸ Bertelsmann Transformation Index (2018f)

¹¹⁹ Jakob et al. (2018)

¹²⁰ Caucus of Development NGO Networks (CODE_NGO): Alternative Law Groups (ALG) (2016)

¹²¹ *ibid.*

¹²² *ibid.*

¹²³ Bertelsmann Transformation Index (2018f)

the development and implementation of an ambitious climate policy. A common declaration of civil society on the national climate goals and their implementation does not exist.

The large majority of NGOs dealing with climate issues raises awareness for climate protection and climate change adaptation in the population and provides information on these issues or political programs and discussions. *Dakila*, a relatively new student network, targets students and young people by developing artistic and cinematic formats to raise awareness and spread information on climate issues in spite of its small budget. PDI, a grassroots organization that is active since a long time already draws on its local roots to inform traditional groups among the population in rural areas about climate change risks and develops adaptation strategies with them.

Close connections and a close collaboration with the responsible government institutions characterize the groups of the Philippian environmental movement. Experts of the Philippian NGO climate network *Aksyon Klima* support the national government with the preparation for and implementation of climate negotiations. It also assists local agencies in the development of climate change adaptation plans. The climate-driven civil society thus attempts to raise the climate policy ambition level and to accelerate the implementation of climate protection and adaptation measures wherever governmental institutions lack expertise and infrastructure.

Confrontational approaches such as protests and rallies against government actions as well as the supervision of governmental climate-related work seem to play a minor role in the Philippines. An exception is the lawsuit against CO₂-intense businesses to comply with human rights, which was filed by *Client Earth*, *Greenpeace* and 11 other civil society organizations.¹²⁴ However, international organizations chaired that suit while Philippian organizations played a supporting role only.

¹²⁴Greenpeace (2016)

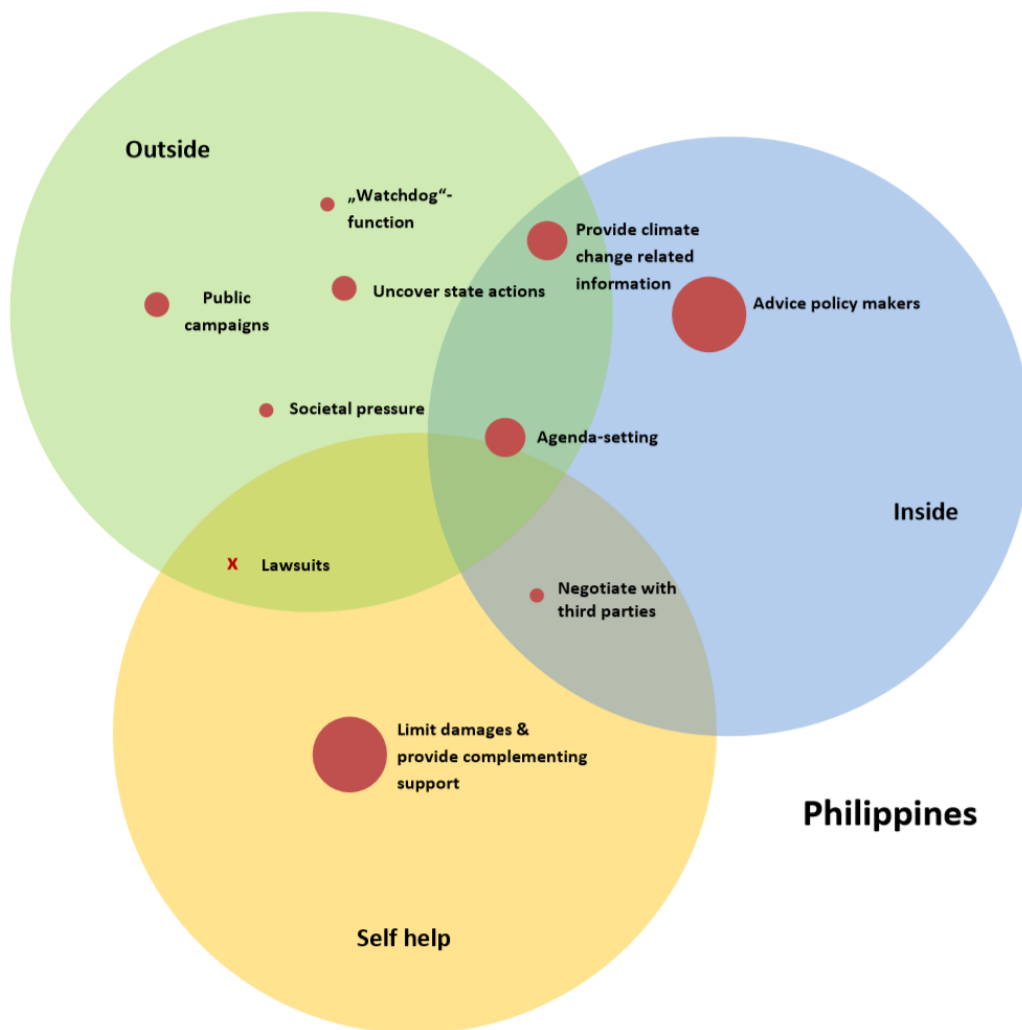


Figure 5: Activities of the climate-driven civil society in the Philippines. The larger the dots the more important the respective activity. (own source)

Uganda – supporting climate change adaptation

Uganda is strongly affected by climate change yet its climate policy is only in its initial phase. Uganda's civil society is mainly focused on development co-operation but there are many small environmental and climate change organizations on the local and regional level. Dialogue between the government and civil society takes place although it is rather superficial.

Climate policy of Uganda

Uganda's share of greenhouse gas emissions is among the lowest worldwide. Yet, is already affected by climate change: Since 1960 the average temperature of Uganda has increased by 1.3°C¹²⁵ and the amount of hot days

and nights has increased by 20% and 37%, respectively.¹²⁶ This does not just affect people's health but also their income as e.g. coffee cultivation is predicted to become nearly impossible if temperature increase by 2°C.¹²⁷

Thus, Uganda's NDCs prioritize adaptation over mitigation measures. Above all, Uganda aims at promoting climate resilience of the vulnerable population. Sustainable land management as well as *Climate Smart Agriculture (CSA)* are supposed to ensure people's livelihood on a long term. Still, Uganda also intends to reduce its greenhouse gas emissions in 2030 by 22% in comparison with a BAU scenario. These improvements are mainly conditional on foreign financial support.¹²⁸

There are no climate related targets among Uganda's seven strategic priority goals.¹²⁹ Also, the ministry in charge, the Ministry for Water and Environment, only includes climate change issues in its focus area resource protection and does not refer to it anywhere else.¹³⁰ Nonetheless, the Climate Change department currently outlines a roadmap to a climate legislation. However, it is not yet clear whether civil society will be allowed to participate in this or not.¹³¹ Also,

| <u>Climate policy Uganda</u> | |
|---|-----------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | No data |
| • National climate policy | No data |
| Civic space | |
| • CIVICUS monitor | repressed |
| • Bertelsmann Transformation Index 2017 | |
| Freedom of expression | 5 of 10 |
| Civil society traditions | 5 of 10 |
| Civil society participation | 6 of 10 |
| Association/ assembly rights | 5 of 10 |

¹²⁵ Republic of Uganda (2015)

¹²⁶ United Nations Development Programme (UNDP, 2012)

¹²⁷ OXFAM (2008)

¹²⁸ Republic of Uganda (2015)

¹²⁹ State House of Uganda

¹³⁰ Ministry of Water and Environment of the Republic of Uganda

¹³¹ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

when the *Change Advisory Committee* was installed as a technical advisory board chaired by the environmental minister important actors and groups were not included in this committee.¹³²

Climate-driven civil society

Repressed freedom of expression and assembly rights could last be observed during presidential elections in 2016, which coincided with increased police violence and ongoing attacks on local and international media.¹³³ In the very same year the *NGO-Act* came into effect, restricting civil society actions and allowing government agencies to block accounts as well as to shut down NGO offices.¹³⁴ In contrast to human rights organizations environmental and climate organizations seem to be less affected by this. According to the Bertelsmann Stiftung political participation possibilities have further decreased since 2016. Yet, civil society participation in political processes was assessed more positively as there are visible efforts to include different actors in political events. However, president Museveni seems to rather ignore propositions from the civil society.¹³⁵

Ugandan organizations depend on foreign funds which are primarily granted for development cooperation and rather less for climate protection. These funds are often inaccessible for smaller NGOs due to complex restrictions. However, some well-established organizations seem to have access to state budgets and their funding is ensured by the respective ministries.¹³⁶

With regard to climate policy issues Uganda lacks participatory mechanisms for civil society actors as the responsible environmental committees on the district level are often inactive. Therefore, the inclusion of stakeholder ideas and opinions was neglected in the readjustment of the INDCs and NDCs. This could have promoted greater transparency and a higher ambition level. Further, the creation of a functioning funding environment has failed so far although emission reductions are supposed to be financed to 70% by external funds.¹³⁷

In spite of the dependence on foreign funds and the limited funds available for climate protection many small organizations seem to engage in climate relevant issues. This assumption is based on the member list of the *Climate Action Network Uganda (CAN-U)* and on-site interviews. This list included many small and a handful of larger organizations that engage in climate protection on a national and international level. These organizations have different backgrounds as e.g. ECO which is a Christian organization and Friends of the Earth NAPE which has a background in environmental protection. However, most organizations cover climate change as a cross-cutting issue only and awareness for the

¹³² See PELUM (2017)

¹³³ CIVICUS Monitor (b)

¹³⁴ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

¹³⁵ Bertelsmann Transformation Index (2018g)

¹³⁶ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

¹³⁷ *ibid.*

NDCs is consequently rather low within the population.

Sustainable development and gender issues are usually connected to climate change issues in Uganda. The well-known environmental protection organization *NAPE* is one of the organizations dealing with climate issues and focusing on women as well as younger people for mobilization and awareness rising.

On a national level a rather superficial dialogue takes place between the national government and civil society actors. This is most often located at conferences and congresses held by civil society groups as an institutionalized cooperation is still missing.

Climate-driven civil society activities in Uganda

The *Uganda Coalition for Sustainable Development (UCSD)* in cooperation with organizations from other African countries submitted an input for the Talanoa Dialogue in 2018, which was one among very few African contributions. The input points at the connection between poverty reduction and sustainable development. It also contains a Call for Action for the implementation of the NDCs¹³⁸ and identifies sharing information on the NDCs with the population as a first implementation step. However, there is no hint that the Talanoa input was coordinated with other climate-driven NGOs from Uganda. This Talanoa contribution emphasizes the many educational activities of environmental NGOs in Uganda sharing climate-relevant knowledge with the local population and decision makers. Among others, there exist climate resilience trainings and technical support for local NGOs provided by *ECO*.¹³⁹ There is also the Sustainability School in two Ugandan regions funded by German foundations or *NAPE*'s sensitization campaign, which lead to the foundation of a youth organization working on climate issues.

Above all, *NAPE*'s work demonstrates that Ugandan NGOs do not just spread knowledge on recent climate policies but also preserve and propagate traditional knowledge to improve climate resilience in the population, e.g. the knowledge on traditional, adaptive seeds. It can be concluded that *NAPE* focuses its climate adaptation work on capacity building to enable citizens to pose problems and to defend their positions in negotiations. This led to the rejection of oil production in the district of Hoima and to the implementation of local agricultural projects.

Although national organizations have not campaigned for climate issues on a national scale, the *Uganda Community Green Radio*, a jointly organized radio station, raises awareness for climate change in the population. Yet, financing for its continuance has not been secured until now.¹⁴⁰

¹³⁸ *ibid.*

¹³⁹ Uganda Coalition for Sustainable Development (2018)

¹⁴⁰ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

Attempts by civil society groups to influence the Ugandan climate policy mainly take shape in the organization of conferences and congresses by civil society itself, e.g. the *Strategic Dialogue on Achieving Uganda's Climate Goals* in June 2017.¹⁴¹ These events are attended by various political and economic stakeholders but due to their irregularity it can be assumed that they can only lead to a very limited improvements regarding the consideration of civil society interests in climate policies.

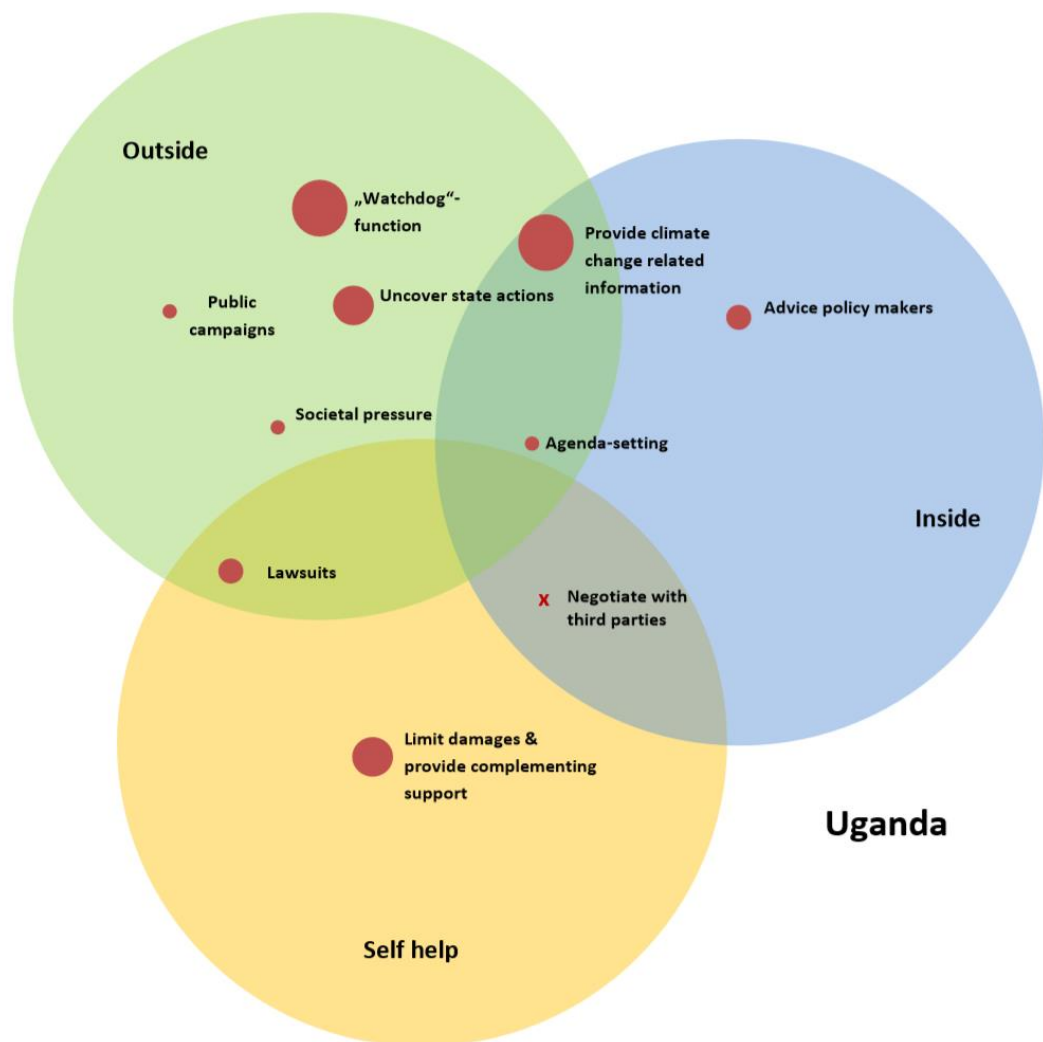


Figure 6: Activities of the climate-driven civil society in Uganda. The larger the dots the more important the respective activity. (own source)

¹⁴¹ NDC Partnership (2017)

Ukraine – NGOs as catalyzers for mainstreaming climate policy

Ukraine's NDCs are considered unambitious by many, which is why there are ambitions to strengthen Ukraine's climate policy engagement by a revision process and through the implementation of the *2050 Low Emission Development Strategy*. NGOs organized in the NGO climate network often deal with climate policies directly and also make use of possibilities for participation.

Climate policy of Ukraine

Structural change starting in the 1990s, the 2009 financial crisis and the war in Donbass have caused greenhouse gas emissions to drop by 60% in the Ukraine.¹⁴²

In its NDCs, the Ukraine intends to decrease its emission by 40% in comparison to its emissions in 1990¹⁴³, which currently implies a possible emission increase.¹⁴⁴ Yet, the signing of the Paris agreement was followed by a change in the political rhetoric of the Ukrainian government. For the first time a coal phase-out was considered at all.¹⁴⁵ In fact, some NGOs argue that the implementation of sector-specific strategies as well as the *2050 Low Emission Development Strategy* would significantly over-accomplish the NDCs¹⁴⁶ and consequently criticize the NDCs low ambition level. Currently, the legal framework for the regulation of greenhouse gas emissions seems insufficient: The latest decrees emphasize the importance of climate protection but lack measurable targets.¹⁴⁷

The most important Ukrainian climate policy instruments are those related to energy, e.g. the *Energy Strategy for 2035*, as it is responsible for 84% of Ukraine's greenhouse gas emissions. The shutdown of 32 unprofitable state-owned coal mines and the loss of coal reserves in the Donbass region as well as a desire for

| Climate policy Ukraine | |
|--|-------------------|
| Climate Change Performance Index (CCPI 2019) | |
| • Overall value | Average (Rank 19) |
| • National climate policy | 34.3 of 100 |
| Civic space | |
| • CIVICUS monitor | obstructed |
| • Bertelsmann Transformation Index 2018 | |
| Freedom of expression | 7 of 10 |
| Civil society traditions | 4 of 10 |
| Civil society participation | 7 of 10 |
| Association/ assembly rights | 9 of 10 |

¹⁴² Government of the Ukraine (2015)

¹⁴³ *ibid.*

¹⁴⁴ Climate Action Tracker (2016c)

¹⁴⁵ Nabiyeva, Komila (2016)

¹⁴⁶ Climate Action Tracker 2016c)

¹⁴⁷ State Environmental Investment Agency (2014)

a decreased dependence on Russian energy supplies are strong supporting arguments for a decarbonization of Ukraine's energy sector. However, the expansion of renewable energies is still slow.¹⁴⁸ NGOs argue that an emission trading system as favored by several ministries^{149 150} should not be implemented and instead a tax on CO₂ should be raised and the NDCs furnished with concrete, measurable programs.¹⁵¹ The climate-driven civil society also criticizes that the sector specific climate relevant strategies were neither aligned to one another nor to the NDCs. According to the Ukrainian environmental minister the planned revision process might result in more ambitious NDCs.¹⁵²

Climate-driven civil society

The Ukrainian constitution guarantees assembly and association rights as well as freedom of expression. These are mostly respected, e.g. during *Euro-Maidan* in 2014.¹⁵³ This is mirrored in an active civil society covering many different topics.¹⁵⁴ Regarding the freedom of press and freedom of expression there are some restrictions due to ambitions to confine Russian propaganda and a media landscape partly dependent on oligarchs.¹⁵⁵

The Ukraine is part of the UNECE Aarhus Convention, which grants all citizens access to environmental information and courts as well as participation rights in environmental matters.¹⁵⁶ The consultation of NGOs, e.g. on draft laws or the development of the NDCs, is taken for granted nowadays in the Ukraine. The driving force for political reforms is the *Reanimation Package of Reforms*¹⁵⁷ which led to the constitution of 20 working groups granting partaking NGOs access to information on current legislative processes and decision makers. Also, NGOs can contribute to and comment on the draft of laws.

The consultation of NGOs, e.g. in the development of the NDCs or draft legislations, are very common today. The Ministry of Environment and Resources emphasizes the importance of NGO pressure to prevail against other ministries in interdepartmental negotiations. According to funding organizations and NGOs the major climate-driven NGOs in the Ukraine are *Ecoaction (Ekodya)*, an organization which emerged from *NECU (National Environmental Centre Ukraine)*, the *Ecoclub Rivne* and *OPORA*.¹⁵⁸ *Ecoaction* and *NECU* engage in environmental education and climate policy lobbying. *OPORA* is a reform-oriented

¹⁴⁸ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

¹⁴⁹ Climate Action Tracker (2016c)

¹⁵⁰ State Environmental Investment Agency (2014)

¹⁵¹ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

¹⁵² Ecoaction (b)

¹⁵³ Bertelsmann Transformation Index (2018h)

¹⁵⁴ Freedomhouse (2018)

¹⁵⁵ *ibid.*

¹⁵⁶ Updated list on environmental lawsuits in the Ukraine. Source: Ökologie-Recht-Mensch (Екологія-Право-Людина, 2014)

¹⁵⁷ Regarding these reforms the author cannot unreservedly agree with the Civicus Monitor evaluation as civil society relevance has gained importance since the EuroMaidan.

¹⁵⁸ Final report of the project *Strengthen Civil Society for the implementation of national climate policy*

think tank focusing on education, transparency and fighting corruption.

There is an active NGO climate network in the Ukraine since 2000. It holds a seat in the interdepartmental coordination table on the UNFCCC implementation and unites 16 NGOs that engage in climate and energy issues on a local, regional and national level.¹⁵⁹ According to the interviewed NGOs they cooperate well although the network is rather dependent on larger organizations. Smaller and regional organization may participate in the network's activities but their capacities are usually insufficient for them to develop their own positions.¹⁶⁰

Climate-driven civil society activities in the Ukraine

The climate-driven civil society in the Ukraine comprises a relatively large number of NGOs which directly deal with climate issues by e.g. employing climate referents. The climate network is used by NGOs to increase the perception of their commonly agreed on positions and to put these on the political agenda. The organizations successfully combine information campaigns, evaluation work and grassroots mobilization: Thus, some NGOs regularly publish the latest information on climate protection or provide practical knowledge for citizens on the installation of renewable energies in their households. This information work is supplemented with the evaluation of climate related government actions including the supervision of the actions of several ministries, investigations in the Ukraine itself as well as the participation as observers in international negotiations (COPs).¹⁶¹ Although many NGOs organize larger street activities dealing with climate change and energy larger protests for climate political issues are still new in the Ukraine.¹⁶² According to civil society representatives this format is to be used more often in the future.

¹⁵⁹ Ecoaction (e)

¹⁶⁰ Ecoaction (a)

¹⁶¹ Overview on positions and publications of the Ukrainian climate network. Source: Ecoaction (c)

¹⁶² *ibid.*

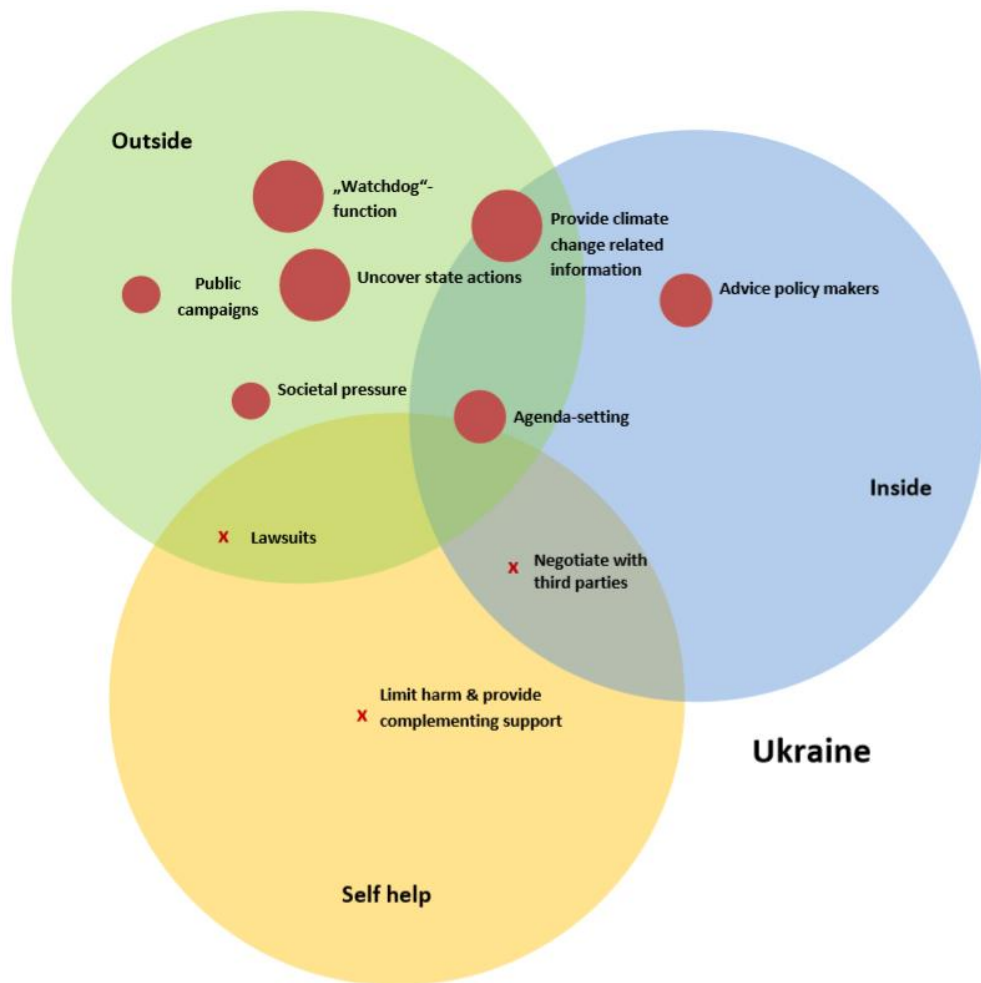


Figure 7: Activities of the climate-driven civil society in the Ukraine. The larger the dots the more important the respective activity. (own source)

The other end of the range of climate protection activities is the consultation of decision makers in authorities and governments. Since 18 years, there is a regular exchange between the civil society and government representatives as well as internationally active organizations.^{163 164} An example from the field of energy is the collaboration in the *EU-Energy Community* encompassing activities on energy efficiency or the collaboration with communal actors, e.g. communities engaged in the *Covenant of Mayors*.¹⁶⁵

¹⁶³ E.g. publication for deputies: „What deputies ought to know about climate change and the Paris agreement. Source: Ecoaction (2018)

¹⁶⁴ Ecoaction (d)

¹⁶⁵ Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

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