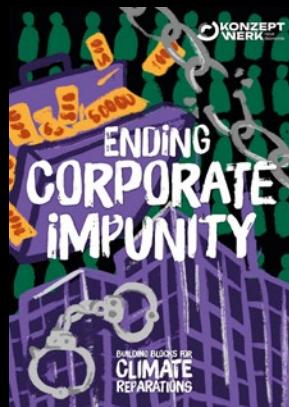
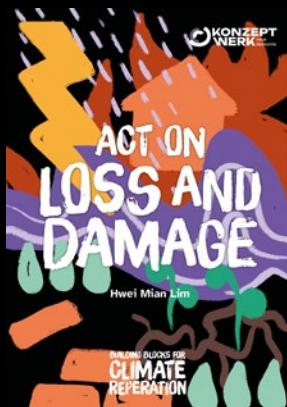


ACT ON LOSS AND DAMAGE

Hwei Mian Lim

BUILDING BLOCKS FOR
CLIMATE
REPARATIONS

BUILDING BLOCKS FOR CLIMATE REPARATIONS



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- post-growth & decolonisation,
- how (not) to apologise.

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CLIMATE REPARATIONS IN A NUTSHELL

WHY DO WE NEED CLIMATE REPARATIONS?

The climate crisis is profoundly unjust. It is not a crisis that affects everyone equally, nor one that everyone has caused.

⁴ On one side are those historically and structurally responsible for it : countries, corporations and individuals that have benefited – and continue to benefit – from greenhouse gas-intensive production, consumption and economic growth. Germany, for example is responsible for around 3% of global historic emissions¹, despite making up less than 1% of the world's population. It has built immense wealth and technological capacity through centuries of industrialization and colonial exploitation, and it possesses the financial means to adapt to the consequences of climate change.

On the other side are those who bear the brunt of the crisis: communities, countries, and ecosystems in the Global South that have contributed least to the problem. Cameroon, for instance has produced only about 0,2% of historic global emissions², yet faces devastating impacts – from floods and droughts to the loss of livelihoods and biodiversity – without the sufficient resources to respond or recover.



When we talk about Climate Reparations it is essential to recognize that the injustice is not limited to unequal emissions. Germany's wealth, stability and high standard of living are inseparable from the historic and ongoing exploitation of countries like Cameroon^{*} - through colonialism, extractivism, unfair trade relations and neocolonial economic structures. The raw materials, labour and resources extracted from colonial regions have directly fuelled Europe's industrialization and accumulation of wealth, while leaving formerly colonized nations structurally disadvantaged, indebted and dependent.

Cameroon's vulnerability to the climate crisis is, therefore, in turn, not merely the result of natural conditions. It is the outcome of historically produced inequalities – the result of centuries of dispossession, resource extraction and deliberate underdevelopment. The same systems that caused the climate crisis continues to shape who suffers from it and who profits from it.

The line between those who suffer from the climate crisis does not run only between rich and poor countries. It also runs within societies, along class divisions, gender hierarchies, racialized structures and other intersecting forms of oppression. Marginalized groups – including women, Indigenous peoples, Black and other racialized communities, people with disabilities, and low income households – are often both the least responsible for emissions and the most exposed to climate harms.

^{*}In this case there is even a direct connection since Cameroon used to be a German Colony. For more information on the relationship of the two countries through a climate justice lens see:
www.knoe.org/thedamagedone

BUILDING BLOCKS FOR CLIMATE REPARATIONS

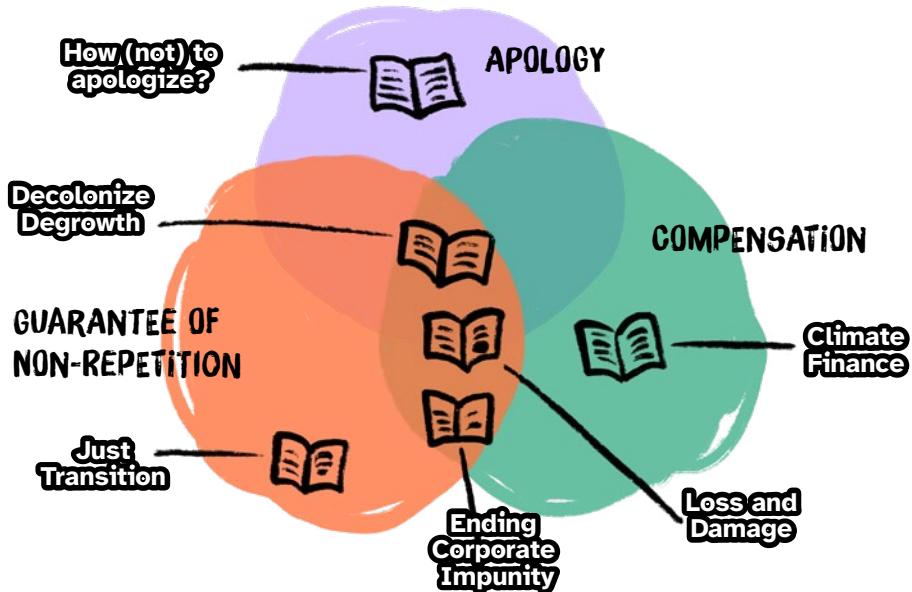
Climate reparations are therefore neither charity nor aid, they are:

- necessary to stop further injustices and ensure accountability and repair by redistributing resources, power and decision making to those most affected,
- a tool to address the root causes of the crisis – historical responsibility, structural inequality and systemic exploitation.,
- the centrepiece of climate and global justice, a prerequisite for a healing process between the Global South and North.

According to Maxine Burkett³, climate reparations must at least include three core elements: “an apology, compensation and a guarantee of non-repetition”.

⁶ An apology acknowledges the harm done and accepts responsibility for it. Compensation - whether monetary or through other forms of material redress – gives tangible or symbolic weight to that acknowledgement. The guarantee of non-repetition, perhaps the most transformative element, commits the perpetrating parties to structural changes that prevent the continuation or repetition of the injustice.

To make these elements more concrete, we identified 6 building blocks for climate reparations that explain how these could look like in practice, in Germany and beyond (see figure).



ABOUT THE PROJECT

Looking at the current state of civil society, we believe that climate reparations are the missing link in a comprehensive understanding of climate justice. Despite growing awareness of the connection between the climate crisis, colonialism and racism, the concept of climate reparations remains underexplored and often misunderstood.

One major reason is the lack of accessible materials on the topic – particularly in German-speaking contexts.

With our project “Building Blocks for Climate Reparations,” we aim to close this gap – by providing accessible, grounded knowledge that links climate reparations to justice, responsibility and systemic change. ⁷

ABOUT THIS FACTSHEET

This factsheet explains Loss and Damage as unavoidable climate harms disproportionately affecting the Global South, tracing their historical and structural causes, exposing major funding gaps despite the new L&D Fund, and highlighting financing as central to climate justice and reparations efforts. It is authored by Hwei Mian Lim, an independent consultant focusing on climate change, gender and climate finance and a member of the inaugural Facilitative Committee of the Women and Gender Constituency.



WHAT IS LOSS AND DAMAGE?

Loss and Damage^{4,5}, refers to the unavoidable impacts of climate change. “Loss” refers to beings or things that are permanently destroyed. For example, the loss of human lives or livestock. Meanwhile, “damage” refers to beings or things that are damaged but can be rebuilt or repaired, for example, damaged roads or hospitals. Loss and Damage is categorized into economic loss and damage (can be quantified in monetary terms) and non-economic loss and damage (cannot be measured in monetary terms).

8 Examples of economic loss and damage are the loss of homes, loss of jobs and income, damaged buildings and infrastructure, and destruction of crops. Meanwhile, examples of non-economic loss and damage are the loss of human lives, physical and mental health trauma, destruction of ecosystems and biodiversity, flora and fauna species threatened with extinction, destruction of religious or cultural heritage sites, and the loss of culture and identity.

Loss and Damage can result from extreme weather events*—e.g., droughts, heatwaves, wildfires, floods, cyclones—as well as slow onset events** such as desertification, sea level rise, glacial retreat, land degradation, ocean acidification and salinization. In some cases, damages may irreversibly alter countries or places, for example, rising sea level submerging low lying small island states, and drought depleting water supply as well as turning productive farmland into barren land.

*** Extreme weather event:** “An extreme weather event is an event that is rare at a particular place and time of year. Definitions of rare vary, but an extreme weather event would normally be as rare as or rarer than the 10th or 90th percentile of a probability density function estimated from observations. By definition, the characteristics of what is called extreme weather may vary from place to place in an absolute sense. When a pattern of extreme weather persists for some time, such as a season, it may be classed as an extreme climate event, especially if it yields an average or total that is itself extreme (e.g., drought or heavy rainfall over a season).”⁴⁸

**** Slow onset events:** “Introduced by the Cancun Agreement (COP16), [these events] refer to the risk and impacts associated with increasing temperatures, desertification, loss of biodiversity, land and forest degradation, glacial retreat and related impacts, ocean acidification, sea level rise, and salinization.”⁴⁹

TYPES OF ECONOMIC LOSSES

Income

- Business Operations
- Agricultural Production
- Tourism

Physical Assets

- Infrastructure
- Property

TYPES OF NON-ECONOMIC LOSSES

Individual

- Life
- Health
- Human Mobility

Society

- Territory
- Cultural Heritage
- Indigenous knowledge
- Societal/Cultural identity

Environments

- Ecosystem Services
- Biodiversity

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Difference between Mitigation, Adaptation and Loss and Damage

The Paris Agreement of the United Nations Framework Convention on Climate Change (UNFCCC) focuses on three pillars of climate action, namely Mitigation, Adaptation and Loss and Damage. Mitigation centers on activities that will reduce greenhouse gas (GHG) emissions. It functions as “preventive” climate action to avoid Loss and Damage due to climate change. Adaptation centers on activities that will prepare communities and infrastructure for the onslaught of the climate crisis. It can only minimize or reduce Loss and Damage due to climate change. Loss and Damage, on the other hand, focuses on activities to address climate change impacts that mitigation and adaptation activities failed to either avoid or minimize.

WHERE AND WHO?

Where is Loss and Damage happening?

Who is impacted by Loss and Damage?

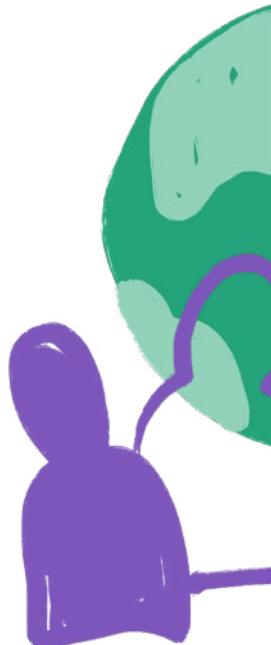
For the year 2024 alone, the World Meteorological Organization reported 617 extreme weather events—including 152 unprecedented extreme weather events—causing about 1,700 deaths, 1.1 million people injured and 824,500 people displaced.⁶ The total economic losses are still being assessed and non-economic losses unaccounted for. Among these extreme weather events, heatwaves and floods incidents were reported in every regions (Asia, Africa, Europe, Southwest Pacific, North and South America, and the Caribbean).

Although Loss and Damage occurs both in the Global North and Global South, countries in the Global South are most

¹⁰ adversely affected due to pre-existing conditions such as vulnerable geographical locations, histories of colonization by Global North countries, poverty, underdevelopment and ongoing conflicts.

Pakistan for example, is ranked as the top country (1st) most affected by extreme weather events compared to other vulnerable countries in the Climate Risk Index 2025.⁷ In 2022, Pakistan experienced devastating floods—considered as “a one in 100-year event”—where 33 million people were affected, with more than 1730 deaths and more than 8 million people displaced.⁸ The total cost of damages was estimated to exceed US\$14.9 billion while the total economic

losses came up to US\$15.2 billion.⁹ It was estimated that the cost for rehabilitation and reconstruction would amount to at least US\$16.3 billion and the population living below the poverty line would increase by about 8.4 to 9.1 million.¹⁰ In 2025, Pakistan again experienced heavy rains and flash floods from June to October, resulting in about 1,037 deaths and 1,067 people injured.¹¹ The extreme events caused damages to 229,763 houses and 22,841 livestock.¹²





Moreover, the Global North has resumed its colonization of the Global South. It is recognized as climate colonialism where Global North countries are plundering and exploiting Global South countries for their own self-interest in order to achieve their climate ambitions (e.g., reducing GHG emissions through carbon credits from monoculture tree plantations, and extraction of minerals to manufacture essential components in electric vehicles). This increases the inequality gap between Global North and Global South. Global South countries are lagging behind with increasing national debt and lack the resources and capacities for mitigation and adaptation actions, therefore making them vulnerable to Loss and Damage and resulting in increasing climate-induced migration among their displaced populations, underlining the blatant injustice and inequality at the midst of the climate crisis.

Within the Global South, those who are most vulnerable and impacted by Loss and Damage are women, children, elderly, indigenous peoples and marginalized groups. These populations are disproportionately impacted due to the structural barriers (e.g., rules, policies, cultural and societal norms) they face living in patriarchal society. These barriers have deprived populations of the opportunity to participate in decision-making processes on matters affecting their daily lives. Climate policies and programs that fail to take intersectionality into account (e.g., race, age, gender, class, sexuality, ability) have worsened the situation for these populations.

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For example, during the recent months of heavy rains and flash floods in Pakistan, women who were displaced and living in temporary camps reported that, in general, women and girls did not feel safe in the overcrowded camps and were vulnerable to harassment and sexual violence. There is a lack of safe facilities for women and

girls (e.g., private toilets and bathrooms), no menstrual hygiene products available, lack of health care services and places to cook.¹³ The women felt helpless because they were considered as beneficiaries at the temporary camps and were not given the opportunity to participate in the decision-making with regard to the daily operation of the camps.

CLIMATE NE

The key highlights for Loss and Damage negotiations in the UNFCCC processes

1991-
1992

12

These negotiations started in 1991 during the process of setting up the UNFCCC, when small island states led by Vanuatu proposed a scheme to provide financial resources to compensate vulnerable countries, especially small islands and low-lying coastal developing countries*, for Loss and Damage caused by rising sea levels.¹⁴ The proposal was not accepted. However, when the UNFCCC was established the following year, it recognized that Loss and Damage was an issue.

Finally in 2013 at COP19, after decades of negotiations, the Warsaw International Mechanism for Loss and Damage (WIM) and its Executive Committee (ExCOM) were established. The WIM is the mechanism set up within UNFCCC to address Loss and Damage associated with the impact of climate change on developing countries, particularly those that are vulnerable to the climate crisis.¹⁵

2013

* While we generally reject the superiority and inferiority insinuated by the terms “developed” and “developing country”, we use them throughout this text as synonyms for “countries of the Global North” and “countries of the Global South” since it is the language used within UNFCCC negotiations.

NEGOTIATIONS

2015

At COP21 in 2015, Loss and Damage was finally recognized as a distinct pillar of climate action alongside mitigation and adaptation in the adopted Paris Agreement.¹⁶

2019

13

As the role of WIM becomes more significant, the Santiago Network on Loss and Damage (SNLD) was established under WIM at COP25 in 2019. The purpose of this network is to catalyze technical assistance for vulnerable developing countries to avert, minimize and address Loss and Damage.¹⁷

2022
- 2023

A landmark outcome for Loss and Damage was achieved at COP27 in 2022 in which the Paris Agreement gave the green light for preparatory work on a new Loss and Damage fund to start immediately.¹⁸ The following year, the fund was operationalized at the opening ceremony of COP28 and it is known as the Fund for Responding to Loss and Damage (FRLD).¹⁹

FUND FOR RESPONDING TO LOSS AND DAMAGE (FRLD)

Just half of the battle has been won by securing a fund for Loss and Damage after nearly three decades of advocacy by Global South countries and civil society. The other half of the battle is to ensure that the fund is financed adequately.

On November 30, 2023, at the opening ceremony of COP28 when the FRLD was announced, five countries declared their pledges to the Fund (UAE: US\$100 million, Germany: US\$100 million, the European Union: US\$25 million, the United Kingdom: up to 60 million GBP, United States of America (USA): US\$17.5 million and Japan: US\$10 million).²⁰ Overall, the initial pledges came up to US\$768 million from 28 countries²¹. About a year later, the Fund had only received US\$68.95 million from a handful of countries, namely Ireland, the Netherlands,

Norway and the USA.²² Germany fulfilled its pledge (or at least US\$97.2 of the US\$100 million pledged) before the end of 2024 (US\$44.4 million) and in 2025 (US\$52.8 million).²³ As of the end of August 2025, the Fund has received only US\$559.63 million, meaning a shortfall of about US\$189 million in unpaid pledges.²⁴ This is problematic because after nearly 21 months since the establishment of the Fund there is still no clear timeline of when countries need to fulfill their pledges.

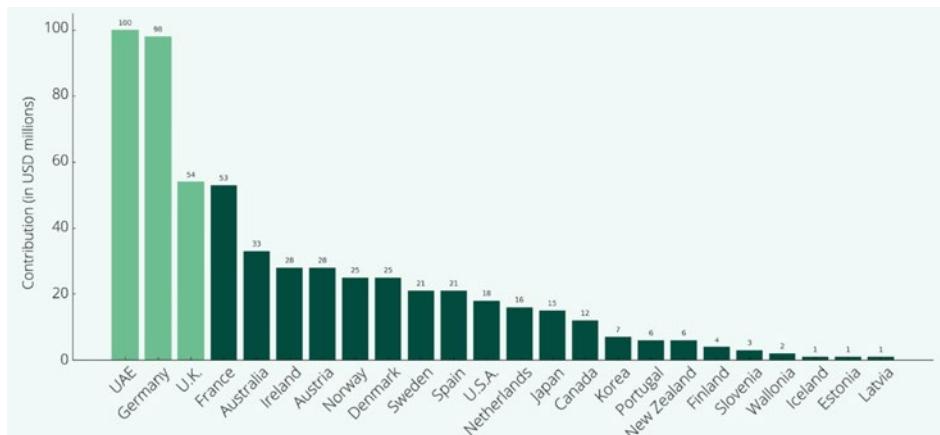


Table 1: Contributions by countries to the FRLD as of June 30, 2025.

¹⁴

The question whether the amount pledged is sufficient to address Loss and Damage remains. As early as 2023, civil society was advocating for a minimum of US\$400 billion per year to finance Loss and Damage. Even this amount is considered insufficient, as the projection model accounts only for economic loss and damage while leaving

Even António Guterres, the UN Secretary General, in his speech at COP29 in 2024 acknowledged this inadequacy stating:

“THE CREATION OF THE LOSS AND DAMAGE FUND IS A VICTORY FOR DEVELOPING COUNTRIES, FOR MULTILATERALISM, AND FOR JUSTICE. BUT ITS INITIAL CAPITALIZATION OF US\$700 MILLION DOESN’T COME CLOSE TO RIGHTING THE WRONG INFILCTED ON THE VULNERABLE. US\$700 MILLION IS ROUGHLY THE ANNUAL EARNINGS OF THE WORLD’S TEN BEST-PAID FOOTBALLERS. I URGE COUNTRIES TO COMMIT NEW FINANCE TO THE FUND.”²⁶

Instead of committing more money to the FRLD, developed countries continue to overlook this urgent financial need of the developing countries. This is evident in the outcome of the climate finance (New Collective Quantified Goal) negotiation at COP29. The outcome only “acknowledges the significant gaps that remain in responding to the increased scale and frequency of Loss and Damage, and the associated economic and non-economic losses” without

out non-economic loss and damage—and civil society has further called for periodic revisions to reflect the evolving needs of the Global South.²⁵ Civil society has pointed out that the initial pledge of US\$768 million amounts to only 0.2% of the US\$400 billion per year demand—a mere pittance.

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providing any financing to address Loss and Damage.²⁷ Civil society is currently demanding that US\$724.43 billion—in the form of grants—to be allocated annually for Loss and Damage.²⁸ Grants are preferred to loans as the latter would increase developing countries’ existing national debt, which would worsen their ability to cope with climate crisis, including addressing Loss and Damage.

In summary, what is the use of having the FRLD without sufficient funds available for developing countries, especially least developed countries (LDCs) and small island developing states (SIDS), to address Loss and Damage?

CLIMATE JUSTICE

Why does Loss and Damage matter for Climate Justice?

Although Global South countries are least responsible for the increasing global carbon emissions, they are the most affected by the climate crisis. The glacial pace of Loss and Damage negotiations, coupled with the lack of political will and financing for timely mitigation and adaptation, as well as insufficient and often ineffective measures that sometimes harm people and the environment, have worsened the impacts of Loss and Damage in Global South, depriving especially LDCs and SIDS of climate justice. According to the Intergovernmental Panel on Climate Change (IPCC) report, losses and damages are projected to increase with global warming. While limiting global warming to 1.5°C would reduce future impacts, it would not eliminate them.²⁹

¹⁶ **Each delay and failure to act intensifies Loss and Damage in the Global South, undermining hard-won sustainable development gains and crippling developing countries' efforts to recover and build back better.**

Developed countries, as historical polluters, have a financial obligation to repay their historical climate debt to developing countries in line with the UNFCCC principle of common but differentiated responsibilities and respective capabilities (CBDR-RC),³⁰ as well as the Polluter Pays principle.³¹





Global South civil society has repeatedly emphasized that the Global North's financial obligations to Global South countries must come in the form of grants and not loans—covering mitigation, adaptation and Loss and Damage—and must be understood as reparations rather than charity or aid.³² For the Global North, Loss and Damage in particular is inherently political. Developed countries have resisted the liability language at the UNFCCC Loss and Damage negotiations because it entails reparations, which has legal or financial ramifications for them. This resistance itself illustrates climate injustice.

Yet, over the years, developed countries have distanced themselves from this responsibility, and instead have aggressively promoted the mobilization of climate finance from the private sector and so called “innovative sources” such as green bonds and carbon markets. Global South civil society rejects this approach as this signifies that the developed countries are passing on their historical responsibility to the private sector. The latter’s operation mirrors colonial extraction and dispossession, which is profit-driven and does not prioritize the well-being of communities, indigenous peoples, or the environment.

CLIMATE LITIGATION

To seek climate justice, Global South communities and individuals have resorted to climate litigation due to the lack of response and the inaction by governments and multinational corporations. The following are two well-known Loss and Damage litigation cases:

SAÚL LUCIANO LLUYA VS. RWE

On November 24, 2015, Saúl Luciano Lliuya—a farmer and mountain guide from the Andean city of Huaraz, Peru—filed a civil lawsuit against RWE in a German civil court for being partly responsible for the climate crisis and the floods that are threatening his city³³. RWE is a German giant energy company and ranked 44th out of the 180 top CO₂ emitting

¹⁸ companies globally since the pre-industrial era.³⁴ According to Lliuya, the 50,000 residents in Huaraz did not contribute to the climate crisis, yet their city is being threatened with floods due to global warming. Additionally, the melting glacier from the glacial lake above the city and ice avalanche could overflow the lake and cause destruction and damage to the city.

Nearly a decade later, on May 28, 2025, the Hamm Higher Regional Court ruled that “a company can be held liable under civil law for its contribution to the global climate crisis, even across national borders.”³⁵ This case is a landmark win for climate justice and it has set a precedent for future climate litigations related to Loss and Damage.



PARI ISLAND, INDONESIA VS. HOLCIM, SWITZERLAND

On January 30, 2023, four community members representing the 1,500 population of the Pari Island in Indonesia filed a civil lawsuit against Holcim over its past, ongoing and future excessive CO₂ emissions, which have caused and will continue to cause damage to the island, threatening the very existence of its population^{36,37}. Holcim, a Swiss multi-national company, is one of the largest cement producers in the world and ranked 75th out of 180 top CO₂ emitting companies globally since the pre-industrial era.³⁸ The people of Pari Island are demanding that Holcim fulfills its historical responsibility and future responsibility (i.e., compensation for climate damages suffered and to financially contribute to flood protection measures) and that Holcim reduces its CO₂ emissions.

A preliminary hearing by the Cantonal Court of Zug was
20 held on September 3, 2025 to decide whether this case is admissible.³⁹ On December 22, 2025, the court ruled that it would allow for this lawsuit to proceed.⁴⁰ This is the first formal civil proceeding in Switzerland against a private company for its contribution to the climate crisis. Hopefully, the outcome of this lawsuit will provide the Global South population most impacted by Loss and Damage climate justice and reparations.

The Pari Island plaintiffs who are taking the Swiss cement company Holcim to court in a landmark climate lawsuit. From left to right: Edi Mulyono, Asmania, Mustaghfirin (Pak Bobby), Arif Pujiyanto.



INTERNATIONAL COURT OF JUSTICE ADVISORY OPINION: VANUATU INITIATIVE

In 2019, the Pacific Islands Students Fighting Climate Change started a campaign to persuade their Pacific Islands leaders to take the issue of climate change and human rights to the International Court of Justice (ICJ).^{41,42} It resulted in the Government of Vanuatu taking the lead to submit a proposal to the United Nations General Assembly to request an advisory opinion from the ICJ on the obligations of states with respect to climate change. This campaign became a global movement garnering support from many countries and civil society organizations from the Global North and Global South.

On July 23, 2025, the fight for climate justice marked another historical milestone when the ICJ delivered its advisory opinion

²² on states' obligations with respect to climate change.⁴³ The court ruled that all countries are obligated to protect the climate system and environment from the impacts of human-made GHG emissions. These obligations include mitigation, adaptation and multilateral cooperation. States also have a duty to prevent significant harm to all other States, vulnerable populations, and future generations alike. Failure to fulfill these obligations carries legal consequences, including halting harmful actions, providing guarantees of non-repetition, and providing full reparations. Notably, the ICJ's recognition of reparation in the form of restitution, compensation and satisfaction (such as expressions of regret, formal apologies, and public acknowledgements) represents a major victory for advancing Loss and Damage.



We are

**PACIFIC ISLANDS
STUDENTS FIGHTING
CLIMATE CHANGE**

WHAT IS GERMANY'S ROLE AND RESPONSIBILITY?

Germany is the second largest contributor to the FRLD after the United Arab Emirates, and the largest among EU member states (see Table 1). Yet its contribution of US\$98 million is negligible compared to the harm caused by German emissions and the actual need of Global South countries to address Loss and Damage, estimated at US\$724.43 billion per year. Germany's pledge represents only 0.014% of this annual requirement, effectively offering crumbs while expecting gratitude.

²⁴ **SUCH A TOKEN GESTURE IS STARKLY DISCONNECTED FROM GERMANY'S HISTORICAL AND ONGOING RESPONSIBILITY.**

Indeed, according to the report by the EU's 2024 report on GHG emissions of all countries, Germany remains the EU's top GHG emitter.⁴⁴

While it is recognized that Germany has contributed and continues to contribute in some ways to Loss and Damage financing, climate finance and other global climate actions, Germany also plays a key role in ongoing climate colonialism in the Global South.

A recent report by the Rosa Luxemburg Stiftung exposes **Germany's role in global resource exploitation under the guise of securing materials to decarbonize and transition to renewable energy.**⁴⁵ The report highlights how Germany has used bilateral cooperation agreements with Brazil (hydrogen projects), Chile (hydrogen projects), Indonesia (nickel extraction), Mexico (copper

extraction), Namibia (hydrogen projects) and Serbia (lithium extraction) to advance its own self-interests. These are far from equal partnerships: while the Global South gains little—especially vulnerable populations—the impacts include deforestation, habitat destruction, displacement, human rights violations as well as social and economic harm.

This capitalist model of cooperation entrenches lopsided trade relationship, extractivism,⁴⁶ increasing national debt and perpetuates neocolonialism by Germany and other developed countries in the Global North.

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The evidence above underscores **Germany's contradicting roles**—presenting itself as a climate leader while outsourcing GHG emissions and extractivism to the Global South—and not doing enough for the Global South while, in fact, causing further harm. Civil society movements in the Global South are demanding their right to reparations. Global North countries and polluting corporations have a clear obligation to pay climate reparations to the Global South countries, including its most vulnerable populations, for a century of excessive GHG emissions, environmental destruction, and the plundering of forests and ecosystems.

CLIMATE REPARATIONS ARE ESSENTIAL FOR ACHIEVING CLIMATE JUSTICE!

WHAT CAN GERMANY DO TO FULFILL ITS MORAL OBLIGATION?

Here are five key recommendations:

- It is high time for Germany to shift from a model of climate colonialism and extractivism to a **climate justice-centered** approach. In its climate cooperation with Global South countries, Germany must not only uphold the principle of **“do no harm”** but also actively strive **“to do good”** as well as acknowledge its historical and on-going responsibilities and fulfill those responsibilities. Providing adequate resources to Global South to address Loss and Damage and to build back better would help prevent displacement, reduce climate-induced migration, avert potential regional conflicts, and avert climate litigation against Germany and its private companies. Germany should also support **structural transformations** such as debt cancellation and technology transfer that do not promote false solutions.
- From the perspective of climate justice, Germany has the responsibility to contribute more to Loss and Damage, particularly the FRLD and SNLD. The amount must not be a figure chosen at will but in line with the **actual need of the Global South countries** to address Loss and Damage. Also, the contribution should be **proportionate to Germany's national responsibility** for historical emissions as well as current emissions.
- Beyond fulfilling its own national responsibilities, Germany should step up and take diplomatic leadership in **mobilizing other developed countries**, especially EU members, to significantly increase contributions to Loss and Damage, particularly the FRLD and SNLD. Again, these contributions must be proportionate to each country's historical and current responsibility for GHG emissions.

- Germany should take a leading role in UNFCCC climate finance negotiations to advocate for dedicated budget allocations for Loss and Damage—including for the FRLD and SNLD—aligned with the real needs of the Global South. This includes actively supporting initiatives such as “Baku to Belem Roadmap to 1.3T”⁴⁷ negotiations at COP30 and future COPs.
- As of the publication of this factsheet, Germany has yet to submit its nationally determined contribution (NDC 3.0) to the UNFCCC, which was due in September 2025. Germany must not procrastinate its submission. Crucially, Germany’s NDC 3.0 must include far more ambitious targets for real and drastic GHG emissions reductions—both as necessary climate action and as a form of reparation to Global South. Germany must not rely on carbon trading, which is a false solution and dangerous distraction from the urgent obligation to achieve genuine emissions reduction.

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WHAT DOES REPARATION MEAN?

A definition by the Asia/Pacific Movement on Debt and Development (APMDD)⁵⁰

as a means of restorative justice for historical wrongs. It not only looks to right wrongs in the present but looks back to the origin of the wrong and looks forwards to repair the injustice to the best extent possible.

- Reparative measures include rehabilitation. A key element to this is a guarantee to not repeat past harms, exploitation and abuse to the people and environment.
- Reparation cannot simply seek a return to pre-climate change conditions. This is impossible because much of the Loss and Damage is irreversible and continue to trigger negative impacts. As such, reparations should take into account the loss of future potential and opportunities as well as include enabling development for building back better.

→ Reparation is not limited to finance. It includes taking proactive actions to the fullest extent possible to stop global warming (e.g., drastically reducing GHG emissions).

MOVEMENTS AND CAMPAIGNS ON LOSS AND DAMAGE

The following are the two key civil society movements that are leading the advocacy and campaigns on Loss and Damage.

1) Loss and Damage Collaboration

This global network with more than 300 members engages in advocacy and outreach campaigns to amplify the Loss and Damage demands of developing countries within the UNFCCC.

[www.lossanddamagecollaboration.org/
advocacy-and-outreach-project](http://www.lossanddamagecollaboration.org/advocacy-and-outreach-project)

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2) The Loss and Damage Youth Coalition

This is an international network of young people from Global South and Global North advocating for ambitious international action on Loss and Damage issues.

www.ldyouth.org

Climate Action Network
International and others civil society groups call
for the Loss and Damage Fund to be filled at
COP28 in Dubai.

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ENDNOTES

1 <https://climatechangetracker.org/nations/greenhouse-gas-emissions>

(This excludes emissions caused by goods imported to Germany.)

2 Ibid.

3 Burkett, M. (2009) Climate reparations. *Melbourne Journal of International Law*, 10(2), 509–542.

4 unfccc.int/sites/default/files/resource/loss_and_damage_online_guide.pdf

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Although Global South countries are least responsible for the increasing global carbon emissions, they are the most affected by the climate crisis. The glacial pace of Loss and Damage negotiations, coupled with the lack of political will and financing for timely mitigation and adaptation, as well as insufficient and often ineffective measures that sometimes harm people and the environment, have worsened the impacts of Loss and Damage in Global South, depriving especially LDCs and SIDS of climate justice. According to the Intergovernmental Panel on Climate Change (IPCC) report, losses and damages are projected to increase with global warming. While limiting global warming to 1.5°C would reduce future impacts, it would not eliminate them. Each delay and failure to act intensifies Loss and Damage in the Global South, undermining hard-won sustainable development gains and crippling developing countries' efforts to recover and build back better.

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