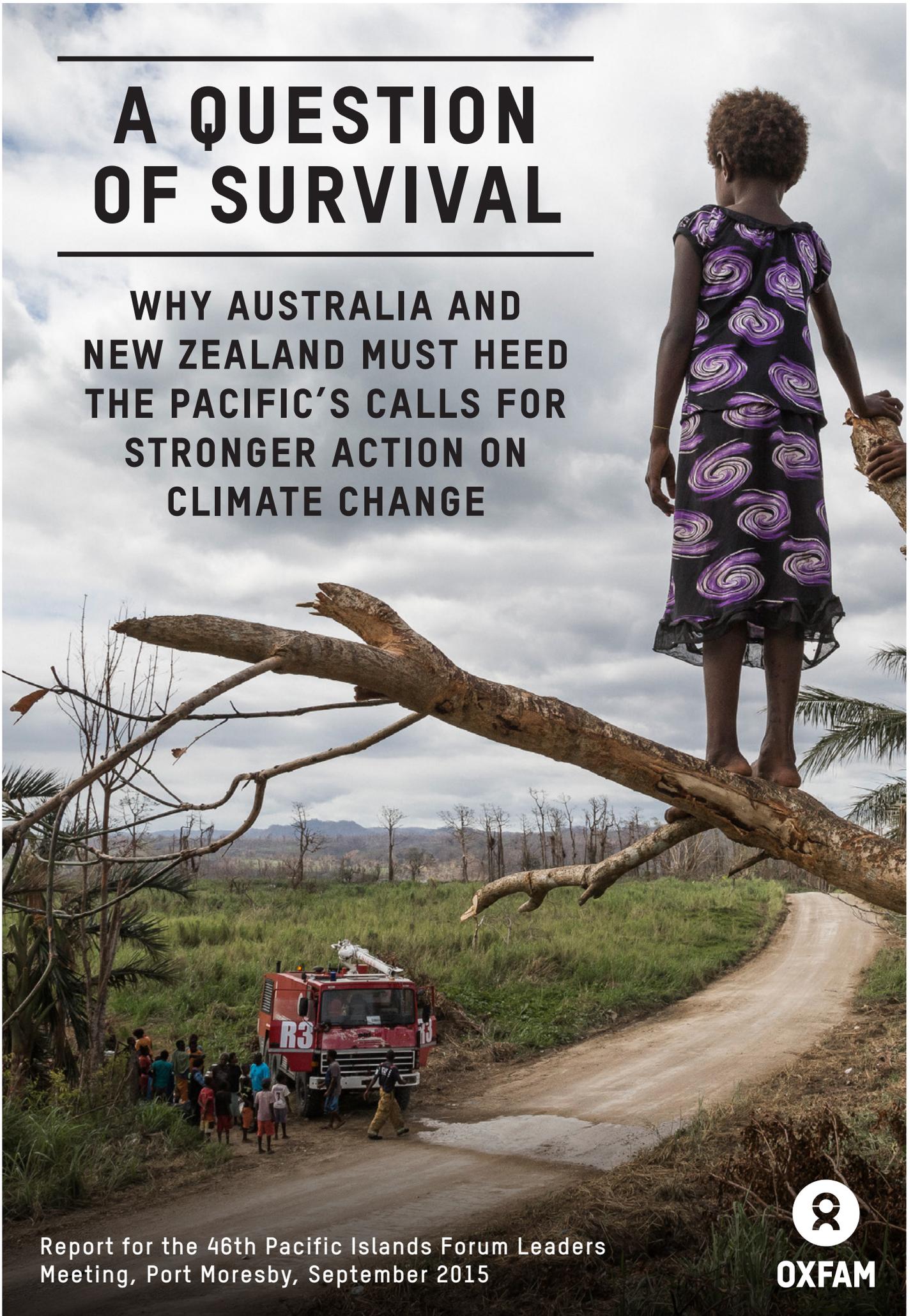


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# A QUESTION OF SURVIVAL

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WHY AUSTRALIA AND  
NEW ZEALAND MUST HEED  
THE PACIFIC'S CALLS FOR  
STRONGER ACTION ON  
CLIMATE CHANGE



Report for the 46th Pacific Islands Forum Leaders  
Meeting, Port Moresby, September 2015



**OXFAM**

# EXECUTIVE SUMMARY

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This year's Pacific Island Forum Leaders Meeting — the most important annual political meeting for the Pacific region — comes less than three months ahead of critical climate change negotiations in Paris, and in the wake of a series of severe climate-related disasters in the Pacific. It follows international condemnation of Australia and New Zealand's contributions towards tackling global climate change and comes amidst strong efforts by Pacific Island leaders and civil society to catalyse international action and cooperation.

Australia and New Zealand are surrounded by some of the most vulnerable countries to climate change on earth. The Australian and New Zealand governments need to fully recognise the dangers facing Pacific Island countries and territories, and work hand-in-hand as a united Pacific towards solutions. As a first step, Australia and New Zealand should join Pacific Island leaders in a strong political statement that clearly communicates the minimum requirements for a new international climate agreement if it is to ensure the survival of all Pacific Island Forum members. More importantly, Australia and New Zealand must increase their climate targets and take action consistent with their status as high-emitting, industrialised countries.

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# A WAKE-UP CALL

Almost exactly six months ago, category five Cyclone Pam made a direct hit on the southern islands of Vanuatu, causing one of the worst climate-related disasters in the Pacific's history. In late February and early March 2015, Kiribati and Tuvalu suffered catastrophic flooding, with extensive damage to infrastructure, homes, food and already scarce water supplies.

These dramatic events should have been a wake-up call for the Australian and New Zealand governments about the dangers of climate change and the uncertain future facing Pacific Island countries and territories. However, the two 'big brothers' of the Pacific have largely ignored their neighbours' calls for stronger emissions reduction targets and greater support to meet the challenges of climate change. Both Australia and New Zealand have submitted initial contributions to the Paris climate agreement that fall well short of a fair contribution towards limiting the global temperature rise to 2°C, let alone the 1.5°C limit the Pacific Island nations are rightly advocating for (p. 10). Neither government has provided clarity around what long-term support it will provide to Pacific Island communities to help them adapt to the enormous and varied challenges they are facing because of climate change (p. 11).

Despite having contributed almost nothing to global greenhouse emissions, Pacific Island countries and territories have long shown leadership and determination in tackling climate change (p. 9). Many are growing increasingly impatient with Australia and New Zealand. Ahead of the Pacific Islands Forum Leaders Meeting, Pacific Island leaders and civil society have substantially increased their efforts to galvanise greater international action and cooperation on climate change, and to hold the international community, including Australia and New Zealand, to account.

Under the new Framework for Pacific Regionalism, the Pacific Islands Climate Action Network (PICAN) has proposed a *Moresby Declaration for an Effective Global Climate Agreement* — a clear statement of the climate risks facing the Pacific and what the new global climate agreement, to be finalised

in Paris at the end of the year, must deliver to secure a future for all Pacific Islands Forum members (p. 12).

The question remains whether Australia and New Zealand will do the right thing by the Pacific and support a strong political statement and commitment on climate change in Port Moresby, in line with the scale of action necessary to protect Pacific communities, or whether they will use their influence in the Forum to weaken any outcomes from the Leaders Meeting.

## AUSTRALIA AND NEW ZEALAND MUST:

- Substantially increase their current emissions reduction targets (p. 10).
- Provide clarity on how they will meet their international climate finance commitments and help ensure vulnerable communities in the Pacific can access the support they need (p. 11).
- Commit to the robust implementation of the Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP) across the region (p. 12).
- Join Pacific Island leaders in a united political statement ahead of the Paris climate conference (p. 13).
  - This should call for:
    - A strengthening of the global temperature goal to a 1.5°C limit.
    - Provisions for addressing unavoidable loss and damage caused by climate change.
    - Adequate long-term financing for climate change adaptation in Pacific Island countries and territories.
    - Practical solutions for those facing displacement.

**Oxfam spokespeople are available for interview in Port Moresby. Please contact:**

### AUSTRALIA

Laurelle Keough on +61 425 701 801 or [laurellek@oxfam.org.au](mailto:laurellek@oxfam.org.au)  
Angus Hohenboken on +61 428 367 318 or [angush@oxfam.org.au](mailto:angush@oxfam.org.au)

### NEW ZEALAND

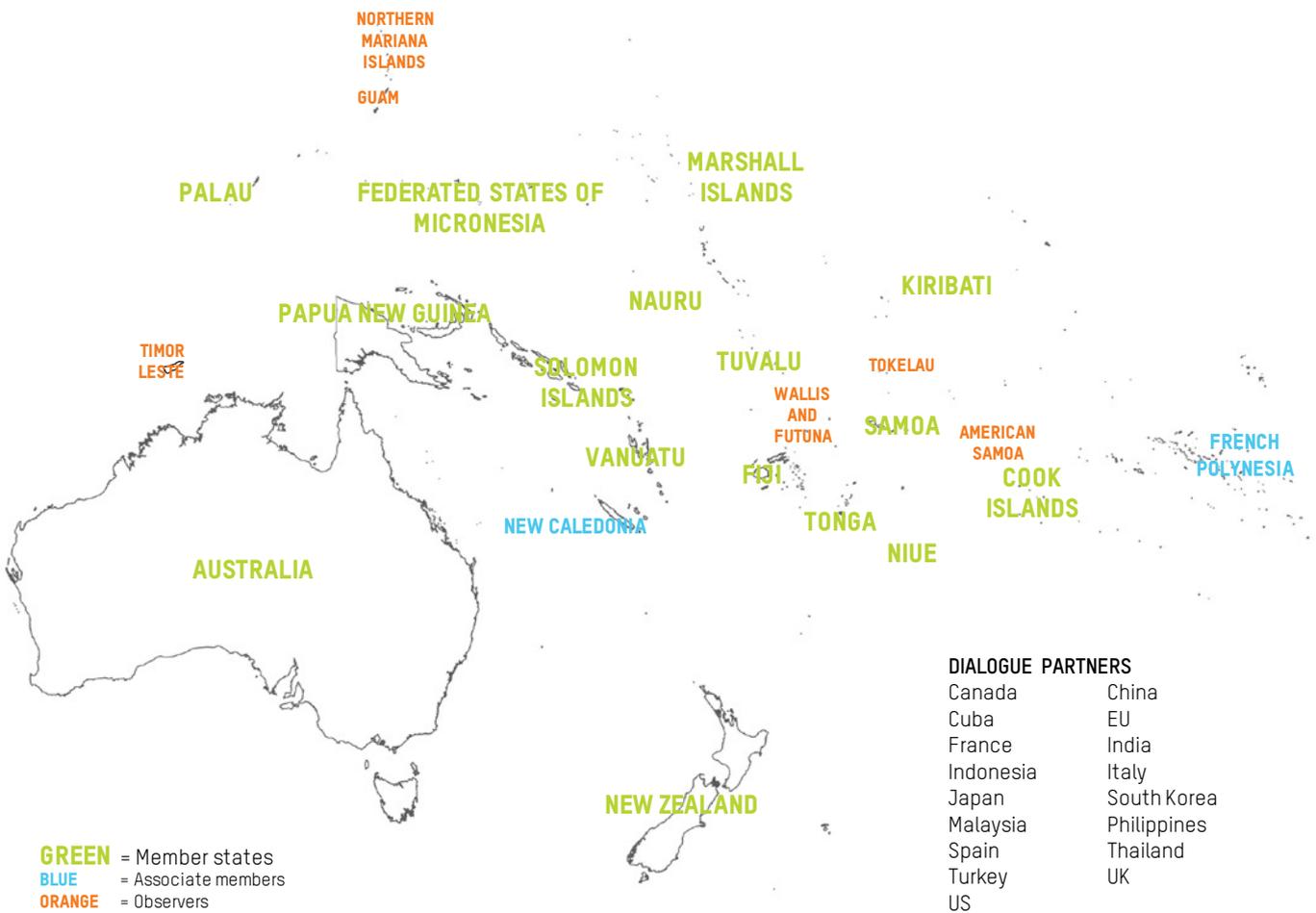
Lucy Grogan on +64 21 881 162 or [lucy.grogan@oxfam.org.nz](mailto:lucy.grogan@oxfam.org.nz)

Oxfam will join Pacific civil society leaders at a press conference at the Gateway Hotel, Port Moresby, at 1.30pm on Tuesday 8 September.

# BACKGROUND ON THE PACIFIC ISLANDS FORUM LEADERS MEETING

The Pacific Islands Forum is the leading organisation for enhancing cooperation between Pacific countries. It has 16 member states, along with a small number of associate members and observers (consisting mainly of the non-sovereign territories of the Pacific).

The annual Leaders Meeting is preceded by a meeting of leaders from the Small Island States, and followed by a Post-Forum Dialogue, involving countries including China, US, India, Japan, UK and France.



In recent years, fundamental differences between Pacific Island countries and Australia/New Zealand over climate change, trade and decolonisation have fueled sentiment among Pacific Island leaders and Pacific civil society that Australia and New Zealand are exerting too much influence over the Forum. In the past, Forum communiqués have managed to paper over growing differences of opinion, although these compromises are becoming more difficult to ignore.<sup>1</sup>

The 2014 Leaders Meeting endorsed a new Framework for Pacific Regionalism to support “focused political conversations and settlements that address key strategic issues”.<sup>2</sup> Ahead of this year’s Leaders Meeting, 68 regional initiatives were proposed by non-government organisations (NGOs), development agencies, governments, the private sector and other interested groups for consideration.<sup>3</sup> These wide-ranging proposals were assessed by the Specialist Sub-Committee on Regionalism, with the Forum Officials Committee then tasked with determining a short-list of initiatives to be considered by Forum Leaders in Port Moresby.

Oxfam understands that a region-wide statement on climate change will be among the initiatives considered by Forum leaders. This follows the proposal from the Pacific Islands Climate Action Network for a *Moresby Declaration for an Effective Global Climate Agreement* (p. 13). Other topics expected to be on the agenda for the Leaders Meeting include: the escalation of violence in West Papua; tuna fisheries management; expansion of information and communications technologies; combating cervical cancer; and the Strategy for Climate and Disaster Resilient Development in the Pacific.

As part of the Framework for Pacific Regionalism, the week of the Pacific Island Forum Leaders Meeting will begin with a three-day Regional Civil Society Organisations Forum to further enable Pacific NGOs and communities to contribute to the formal process of the Leaders Meeting. Civil society representatives from across the Pacific will discuss strategies and priorities and, at the end of the three days, Pacific civil society leaders will present recommendations to the Troika of Pacific Islands Forum chairs and hold a press conference.

## TIMETABLE OF KEY EVENTS

Sunday 6 — Tuesday 8 September	<b>Regional Civil Society Organisations Forum</b>
Monday 7 September	<b>Smaller Island States Leaders Meeting</b>
1.30pm, Tuesday 8 September	<b>Civil Society Press Conference (Including Oxfam)</b>
Tuesday 8 September	<b>Pacific ACP Leaders Meeting (ACP = African, Caribbean and Pacific group of states)</b>
Tuesday 8 September	<b>Official Opening of the 46th Pacific Islands Forum</b>
Wednesday 9 September	<b>46<sup>th</sup> Pacific Islands Forum Formal Session</b>
Thursday 10 September	<b>Forum Leaders Retreat</b>
Friday 11 September	<b>27<sup>th</sup> Post-Forum Dialogue Partners Meeting</b>

# CLIMATE CHANGE IMPACTS IN THE PACIFIC

Pacific leaders have consistently identified climate change as the greatest threat to the livelihoods, security and well-being of the people of the Pacific and one of the greatest challenges for the entire world. This year has delivered a series of forceful reminders of what is at stake.

In March 2015, Cyclone Pam, one of the strongest cyclones ever recorded in the South Pacific,<sup>6</sup> brought devastation to Vanuatu and other Pacific nations. An estimated 188,000 people<sup>7</sup> in Vanuatu — more than 70% of the population<sup>8</sup> — were affected by the disaster. In the hardest hit islands, up to 90% of houses were damaged.<sup>9</sup>

Climate change is increasing the destructive power of tropical cyclones.<sup>10</sup> Many Pacific Island countries, including the Solomon Islands, Vanuatu, Fiji and Federated States of Micronesia, lie within the south or northwestern Pacific cyclone belts.

“All of our houses have blown down. We are sleeping in the church now. You can see my house has been flattened by the cyclone. Our wells are contaminated now so we can’t drink that water. We saved some in a tank, which is okay, but by next week, it will run out. Our crops were ruined and you can see the fruit, like bananas, was blown down and now it’s rotting in this heat.”

Jenny, from Ambrym, Vanuatu, speaking 10 days after Cyclone Pam



Cyclone Pam aftermath in Port Vila, Vanuatu. Photo: Philippe Metios/OxfamAUS.

In late February 2015, there were dramatic and frightening scenes in Kiribati as the sea flooded the hospital in Betio, damaged a critical causeway connecting two parts of South Tarawa, destroyed food crops, and contaminated already scarce freshwater supplies. While king tides have always been part of life in Kiribati and other coral atoll nations, in recent times they have been exacerbated by climate change.<sup>11</sup>

For the atoll countries (Kiribati, Tuvalu and the Marshall Islands) as well as individual islands within the Papua New Guinea archipelago, the Northern Cook Islands, the Federated States of Micronesia, and the Solomon Islands, climate change is a threat to their very survival.<sup>12</sup> All of the land area of the Marshall Islands and Tuvalu, and 97% of the land area of Kiribati, is less than five metres above sea level.<sup>13</sup>

“For the sake of our children and their children, let us do the right thing soon.”

President Anote Tong of Kiribati<sup>14</sup>

“It is so unjust. We are all part of this globe and we are supposed to care for our neighbours.”

Maria Tiimon Chi-Fang, from Beru Island in the south of Kiribati, and spokesperson for the Pacific Calling Partnership

Relative to other parts of the world, a very high proportion of Pacific communities live in rural and remote areas — almost 90% in Papua New Guinea, and around 80% in the Solomon Islands.<sup>15</sup> With most people relying on subsistence farming and agriculture, they are strongly affected by shifting rainfall patterns, degradation of marine ecosystems through ocean warming and acidification, and other impacts of climate change. Evidence shows that women and girls are disproportionately affected by climate change and by disasters.<sup>16</sup> The acute vulnerability of Pacific communities to climate change is made all the more unjust by the fact they have contributed so little to the problem (Appendix A, p. 15).

According to the World Bank, of the top 20 countries with the highest average annual losses to GDP from disasters, eight are Pacific Island countries.<sup>17</sup> The Australian Government has estimated that the economic losses from the impact of Cyclone Pam on Vanuatu were equivalent to around 64% of the country’s GDP.<sup>18</sup> Analysis by the Asian Development Bank in 2013 suggested that annual losses in the Pacific as a result of climate change could range from 2.9% to as high as 12.7% of GDP by 2100.<sup>19</sup>

On 24 February 2015, a shipwreck washed ashore during an exceptionally high king tide, destroying a section of the sea wall on South Tarawa, Kiribati. Photo: Kelly Dent/OxfamAUS.



# PACIFIC LEADERSHIP ON CLIMATE CHANGE AND DISASTER RISK REDUCTION

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“Our message is simple: if one of the world’s smallest, poorest and most geographically isolated countries can do it, so can you.”

Tony de Brum, Minister of Foreign Affairs,  
Republic of the Marshall Islands<sup>20</sup>

Pacific Island countries are showing determination and leadership in their response to the climate crisis.

In July, the Marshall Islands became the first Small Island Developing State to submit its initial contribution to the Paris climate agreement. The Marshall Islands has committed to reduce emissions to 32% below 2010 levels by 2025, and indicated an intention to reduce emissions to 45% below 2010 levels by 2030, with a view to achieving net zero emissions by 2050 or earlier.<sup>21</sup> This commitment is significantly stronger than those put forward by many far wealthier countries.

In addition to taking a variety of steps to address the escalating challenges of climate change, Pacific Island countries and territories have made several strong efforts to inject momentum into international climate negotiations ahead of the Paris conference, to highlight the situation facing the Pacific, to strengthen cooperation among Pacific governments, and to hold the international community to account. This includes the recent Lifou<sup>22</sup> and PACT<sup>23</sup> declarations.

Despite making a negligible contribution to global greenhouse gas emissions (Appendix B, p.16), Pacific Island countries are also, with the assistance of development partners, implementing ambitious renewable energy plans (Appendix C, p. 17). Renewable energy has the twin benefits of avoiding future emissions and building greater energy security and accessibility in the Pacific.

The 2015 Pacific Islands Forum Leaders Meeting will formally endorse the Strategy for Climate and Disaster Resilient Development in the Pacific, making the Pacific the first region in the world to fully integrate climate change and disaster risk management in a single overarching regional strategy (Appendix D, p. 18).

An increasing number of individual Pacific leaders have been openly critical of the inadequacy of Australia and New Zealand’s contributions towards tackling climate change, and the implications of this inadequacy for Pacific Island countries and territories.

“It’s time to ignore the national leaders who don’t believe in climate change. They have no conscience. They are empty shallow creatures. They only see dollars. We see the eyes of children. It is the eyes of the children that we must answer to, not the fossil fuel industry.”

Prime Minister Enele Sosene Sopoaga of Tuvalu<sup>24</sup>

“It is the test of a man to say,  
I was wrong, now I see.”

President Anote Tong of Kiribati, July 2015,  
on Prime Minister Tony Abbott<sup>25</sup>

“Australia’s weak target is another serious blow to its international reputation. As with Prime Minister Abbott’s attempt to ignore climate change when hosting the G20 last year, this will send a serious shudder through the Pacific and raise concern among its closest allies, including the United States and Europe.”

Tony de Brum, Minister of Foreign Affairs,  
Republic of the Marshall Islands<sup>26</sup>

# WHY AUSTRALIA AND NEW ZEALAND'S CURRENT TARGETS RISK A FUTURE OF INCREASING HARDSHIP FOR THE PACIFIC

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As part of the process of negotiating a new global climate agreement and achieving the internationally agreed goal of keeping the global temperature rise below 2°C, all countries are expected to submit their climate action plans, including emissions reduction targets for the post-2020 period, well ahead of the Paris conference. These are known as Intended Nationally Determined Contributions (INDCs).

All major developed countries, along with many developing countries, have now submitted their INDCs. While all developed countries will need to substantially increase their reduction targets over time to bring them into line with a global carbon budget that ensures a high probability of keeping the temperature rise well below 2°C,<sup>27</sup> Australia and New Zealand's INDCs place them behind comparable countries, such as the UK, Germany and the United States, and they have been widely criticised for falling well short of a fair contribution to international climate action (Appendix E, p. 19).

Already, at around 1°C of warming, Pacific Island countries are facing severe impacts from climate change. A rise of 2°C will push many Pacific Islanders and other vulnerable communities around the world beyond their ability to adapt.<sup>28</sup> This reality has prompted key negotiating blocs, including the Alliance of Small Island Developing States, to maintain calls for a more stringent 1.5°C goal.<sup>29</sup> However, today's woefully inadequate emissions reduction targets have us on a path to warming of well beyond 2°C.

The Australian Government has committed to reduce Australia's emissions by 26–28% below 2005 levels by 2030. Oxfam has recommended that Australia aim to reduce its domestic emissions by at least 45% below 2005 levels by 2025, 65% below 2005 levels by 2030, and achieve zero emissions well before mid-century.<sup>30</sup>

New Zealand's current target of 30% below 2005 levels by 2030, equates to 11% below 1990 levels by 2030. This is even less than what it promised in 2009, when it said that if a comprehensive global agreement was in place, it would reduce emissions by 10–20% below 1990 levels by 2020.<sup>31</sup> The level of global ambition to reduce emissions must increase, whereas New Zealand seems to be sliding backwards. Oxfam has recommended that New Zealand reduce its domestic emissions by at least 40% below 1990 levels by 2030 and achieve 100% renewable energy across all sectors as soon as possible, and well before mid-century.

By putting forward targets that are inconsistent with keeping the global temperature rise below 2°C, let alone the 1.5°C that Pacific Island countries are rightly demanding, the Australian and New Zealand governments are risking a future of increasing hardship for the Pacific, and threatening the very survival of some Pacific nations.

# WHAT ARE AUSTRALIA AND NEW ZEALAND DOING TO SUPPORT PACIFIC ISLAND PEOPLE TO TACKLE CLIMATE CHANGE?

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Australia contributed approximately AUD \$600m over financial years 2010–2011, 2011–2012 and 2012–2013 towards assisting poorer countries with tackling climate change (climate finance), including approximately AUD \$150m for the Pacific.<sup>32</sup> Australia’s contribution over this period was praiseworthy for a number of reasons, including the priority accorded to the poorest and most vulnerable countries, and the emphasis on climate change adaptation and resilience building. The package included several highly valuable initiatives, including the Pacific Australia Climate Change Science and Adaptation Planning program,<sup>33</sup> which provided an essential body of research to assist Pacific countries with managing climate risks.

However, little data has been available since 2012–2013 with which to assess Australia’s ongoing contribution towards international climate finance, although publicly available information suggests its overall support has declined sharply.<sup>34</sup>

In late 2014, Australia made a pledge of AUD \$200m towards the initial capitalisation of the Green Climate Fund,<sup>35</sup> and has since made a payment of AUD \$70m for 2014–2015. The Australian Government “has made building resilience an investment priority”<sup>36</sup> under its foreign aid program, giving some scope for ongoing bilateral support to climate change adaptation programs, although little information is available on specific programs that the government is currently supporting or plans to support. The total amount of Australian Official Development Assistance to the Pacific has declined 3.6% since 2013–2014.<sup>37</sup>

Likewise, New Zealand provided significant support to Pacific countries during the Fast-Start period (2010–2012), contributing a total of approximately NZD \$90m.<sup>38</sup>

The New Zealand Government’s support to renewable energy programs in the Pacific is an important contribution towards improving energy security, reducing energy costs and increasing energy access. However, New Zealand has the capacity to do much more to support climate change adaptation in the Pacific. This should include greater contributions to the Green Climate Fund, as New Zealand has currently only pledged NZD \$3m.<sup>39</sup>

# LESSONS FROM CYCLONE PAM

“My only thought was that ‘this is the end’”.

Lisa, from Etas, Efate,  
speaking 10 days after Cyclone Pam

On 13 March 2015, Vanuatu was struck by one of the worst disasters ever experienced in the Pacific. With sustained winds of 250km/h and gusts of up to 320km/h, the immensely powerful Cyclone Pam destroyed homes, infrastructure and food supplies and left more than half the population of Vanuatu in need of emergency assistance.

Cyclone Pam has brought the impact of climate-related disasters on the Pacific back to the fore, and stands as the strongest possible call for tougher international action to reduce emissions, and to support developing countries on climate change and disaster risk reduction.

“We see the level of sea rise ... the cyclone seasons, the warm, the rain, all this is affected ... This year we have more than in any year ... yes, climate change is contributing to this.”<sup>40</sup>

President Baldwin Lonsdale of Vanuatu

Even prior to Cyclone Pam, Vanuatu was consistently ranked by the World Risk Index as the country facing the highest disaster risk. The people of Vanuatu are extraordinarily resilient and showed immense strength in the face of Cyclone Pam. But, while there has been substantial investment in climate change adaptation, disaster risk reduction and preparedness to build people’s resilience in Vanuatu in recent

years,<sup>41</sup> Pam served as a wake-up call that a ‘business-as-usual’ approach to disasters is unsustainable. In addition to responding to disasters when they happen, we need to do more to address the causes.

A report prepared by Save the Children, CARE, Oxfam and WorldVision as a contribution to the Pacific Regional Consultation for the World Humanitarian Summit reveals national structures that seemed adequate prior to Cyclone Pam were enormously stretched.<sup>42</sup> The report suggests key areas for action to reduce vulnerability and manage risk throughout the Pacific, including further support to communities to reduce their vulnerability and mitigate the impact of disasters, and much stronger action to tackle climate change to reduce the risk of increasingly severe disasters like Cyclone Pam.

As disasters hit Pacific Island countries with greater intensity, the capacities of communities, civil society, governments and humanitarian actors will be tested with greater frequency, and to a greater degree. The need to ensure international actors provide communities, civil society and national governments with the support they need to reduce vulnerability, manage risk and effectively respond to disasters is becoming increasingly imperative.

Governments attending the Pacific Islands Forum Leaders meeting, including Australia and New Zealand, must meet this rising challenge by committing to a robust implementation of the Strategy for Climate and Disaster Resilient Development in the Pacific across the region, substantially increasing current emissions reduction targets, and supporting Pacific Island countries and territories under a new global climate agreement.



Cyclone Pam aftermath, Eton village, Efate. Photo: Vlad Sokin/Panos/OxfamAUS.

# A MORESBY DECLARATION FOR AN EFFECTIVE GLOBAL CLIMATE AGREEMENT

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Pacific civil society organisations have come together under the Pacific Islands Climate Action Network (PICAN) to help ensure the 2015 Pacific Islands Forum Leaders Meeting results in the strongest possible call for greater international action and cooperation on climate change.

Through the Framework for Pacific Regionalism, PICAN has proposed the Leaders Meeting adopt a *Moresby Declaration for an Effective Global Climate Agreement*. The proposed declaration is intended to send an unequivocal signal ahead of the Paris climate conference about the dangers facing the Pacific and the need for a shift in scope and pace of action.

The proposed declaration builds on previous declarations by Pacific leaders, including Pacific Islands Forum Communiqués and the Samoa Pathway (the outcome document from the 2014 UN Conference on Small Island Developing States). It sets out the minimum requirements for the new global climate agreement if it is to address the challenges facing the Pacific and vulnerable countries around the world, and ensure a future for all Pacific Island Forum members. The requirements include:

- Strengthening the current international goal of limiting warming to 2°C, to a limit of 1.5°C.
- Adequate, long-term financing to support climate change adaptation and climate compatible development in Pacific Island countries and territories.
- Separate provisions for addressing loss and damage incurred as a result of climate change. (Impacts of climate change to which it is impossible to adapt and which may undermine basic needs, livelihoods and food security.)
- Practical solutions for those who face displacement due to climate change, including support for managed and dignified migration.

The proposed declaration also recognises, among other things, the impact of climate change on women and youth, and that gender equality and the participation of women and indigenous peoples are important for effective action on all aspects of climate change.

The proposal for a *Moresby Declaration for an Effective Global Climate Agreement*, including the full proposed text for the declaration, can be viewed under submission 27 on the Pacific Islands Forum Secretariat's website:

<http://www.forumsec.org/pages.cfm/strategic-partnerships-coordination/framework-for-pacific-regionalism/regional-initiative-submission.html>

# CONCLUSION

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The 46th Pacific Islands Forum Leaders Meeting is an important step on the road to Paris: an opportunity to recognise Pacific leadership on climate change, highlight the dangers facing Pacific communities and build greater regional cooperation.

Australia and New Zealand are presently regarded as two of the worst performing governments when it comes to climate change, and a drag on international efforts. Such backwardness is all the more remarkable given both countries are surrounded by some of the most climate vulnerable countries on earth.

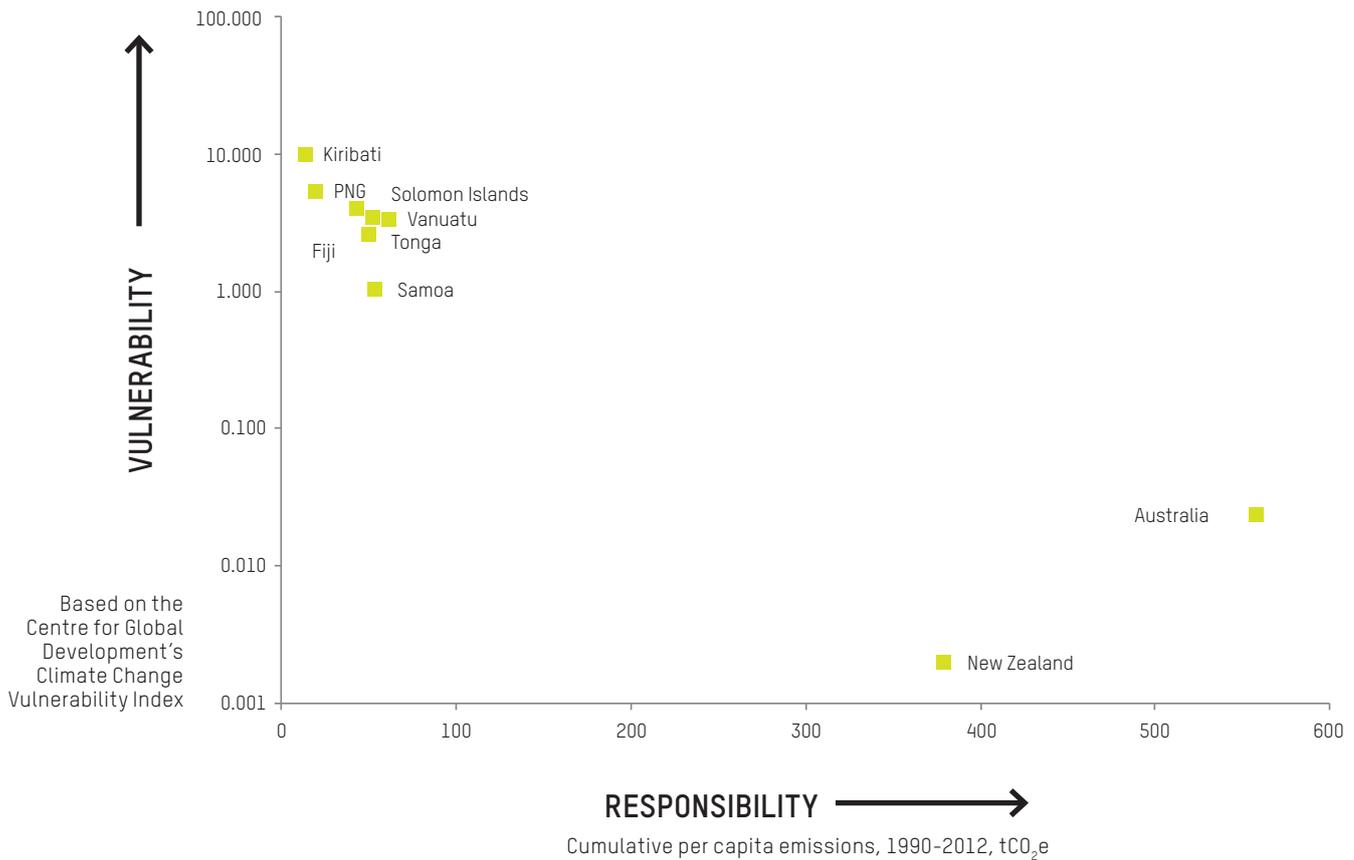
Recent statements by Pacific leaders suggest the Australian and New Zealand governments are risking their international standing and face a souring of relationships with the region unless they come forward with more credible commitments. More starkly, they are risking a very bleak future for the Pacific Islanders.

The Pacific Island Forum Leaders Meeting is an opportunity for Australia and New Zealand to commit to action commensurate with the scale of the threats facing the Pacific. It's a chance for them to support, rather than block, Pacific calls for real action and an effective global climate agreement.

# APPENDICES

## APPENDIX A

The countries who have made the least contribution to climate change are the most vulnerable



SOURCES:  
World Resources Institute/CAIT Climate Data Explorer<sup>43</sup>  
The Climate Change Vulnerability Index — David Wheeler<sup>44</sup>

## APPENDIX B

### Comparing Pacific Island contributions to climate change with those of Australia and New Zealand

*"Our countries are among the most severely affected in the world. However, Pacific Island countries and territories' emissions account for merely 0.03% of global greenhouse gas emissions."*

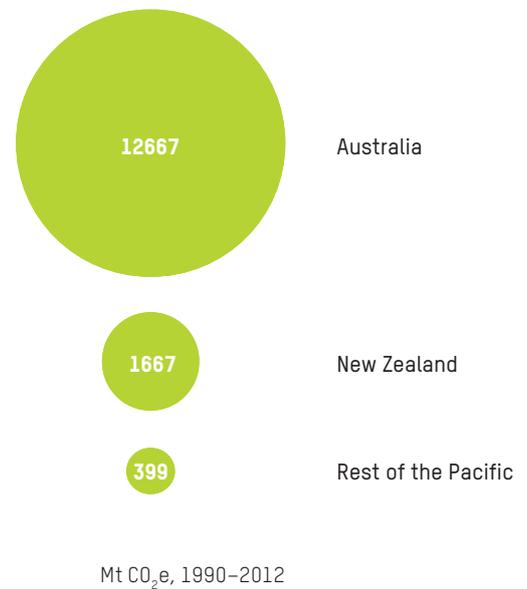
Lifou Declaration<sup>45</sup>

Emissions per capita for selected Pacific Islands Forum members



t CO<sub>2</sub>e per capita, 2012

Cumulative emissions since 1990



Mt CO<sub>2</sub>e, 1990-2012

SOURCE:  
World Resources Institute/CAIT Climate Data Explorer<sup>46</sup>

## **APPENDIX C**

### **Examples of renewable energy targets in the Pacific**

#### **Samoa**

100% renewable electricity by 2017.

Samoa is well on its way to achieving this goal, with support from China, New Zealand and the Asian Development Bank. Samoa is using a mix of renewables including solar PV, wind and hydro.

#### **Tokelau**

Achieved 100% renewable electricity following the completion of a 1 megawatt solar array in 2012, allowing the closure of its three diesel generation plants. They received support from New Zealand.

#### **Cook Islands and Tuvalu**

Aiming to achieve 100% renewable electricity by 2020.

#### **Vanuatu**

Has plans to increase the share of renewables in power generation to 65% by 2020.

## APPENDIX D

### Strategy for Climate and Disaster Resilient Development in the Pacific

A process for developing a new Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP) began in 2011. The process has included consultations at the national, regional and international level, and efforts have been made to capture the experience and perspectives of a wide range of organisations and affected communities.

The SRDP replaces the existing separate regional frameworks on disasters and climate change, known as the Pacific Disaster Risk Reduction and Disaster Management Framework for Action, and the Pacific Islands Framework for Action on Climate Change, both of which expire in 2015. The new framework has incorporated lessons learned during the implementations of these two earlier frameworks.

The SRDP “aims to strengthen the resilience of Pacific Island communities to the impacts of slow and sudden onset natural hazards by developing more effective and integrated ways to address climate and disaster risks, within the context of sustainable development”. It provides guidance to “governments and administrations of Pacific Island countries and territories, the private sector, civil society organisations, Pacific communities and development partners including donors, regional and international organisations”. (See more at <http://gsd.spc.int/srdp/>)

The SRDP identifies three inter-related strategic goals that need to be actively pursued by all stakeholders, working in partnership, to enhance climate and disaster resilience:

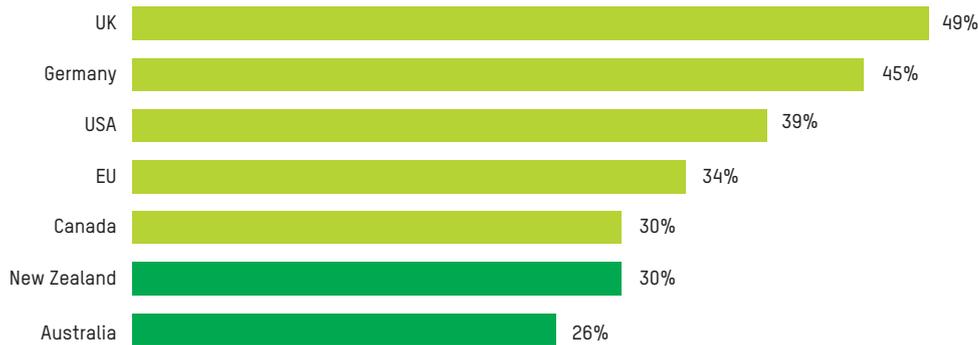
- 1. Strengthened integrated risk management to enhance climate and disaster resilience.**
- 2. Low carbon development, including reducing the carbon intensity of development processes, increasing the efficiency of end-use energy consumption, while also decreasing the net emissions of greenhouse gases.**
- 3. Strengthened disaster preparedness, response and recovery.**

The SRDP has been endorsed in principle by key regional organisations including the Secretariat of the Pacific Regional Environment Programme (SPREP), and will be presented for final endorsement by the region at the Pacific Island Forum Leaders Meeting.

## APPENDIX E

### Comparing Australia and New Zealand's post-2020 emissions reduction targets with other developed countries

Comparing 2030 emissions reduction targets (below 2005 levels)

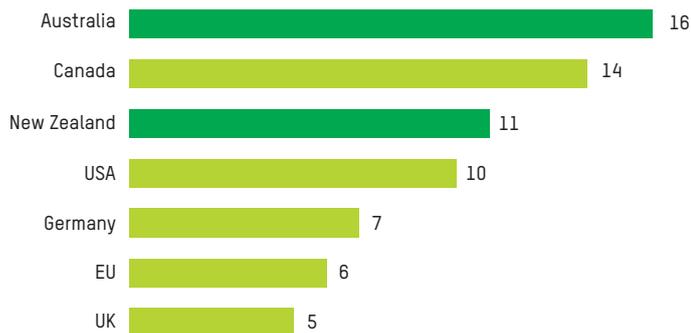


SOURCE:  
The Climate Institute<sup>47</sup>

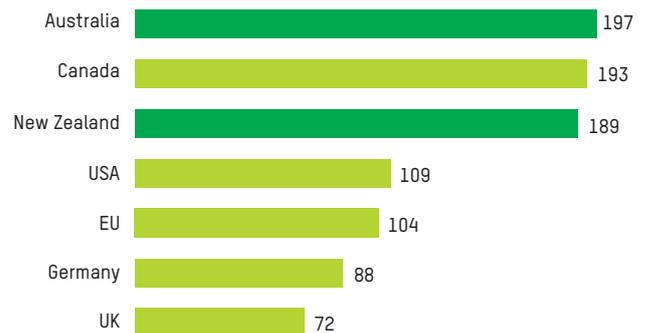
The Australian Government has claimed that in terms of reductions in per capita emissions, it has a strong target. However, this claim ignores the fact that Australia has the highest per capita emissions in the developed world, and that under the government's proposed target, in 2030 Australia would still have the highest per capita emissions and most carbon intensive economy in the developed world.

### Under their proposed targets, how will developed countries' per capita emissions and the emissions intensity of their economies compare in 2030?

PER CAPITA EMISSIONS IN 2030 (t CO<sub>2</sub>e)



EMISSIONS INTENSITY OF ECONOMY (t CO<sub>2</sub>e/GDP PPP\*)



SOURCE:  
The Climate Institute<sup>48</sup>  
\*PPP = Purchasing Power Parity

The Australian Government has defended its target through, among other things, comparison with China's INDC, which foresees emissions in China continuing to rise before peaking in 2030 or earlier. However, this is an illegitimate comparison to draw as it ignores the fact that the countries are at very different stages of development and cannot be expected to take on comparable commitments. Furthermore, China is leading the global transition to renewable energy and taking progressively stronger steps to tackle climate change.<sup>49</sup>

The New Zealand government has claimed that because of already high-levels of renewable energy, it is too difficult to make deeper emissions reductions. This argument, that New Zealand can't achieve more, has been refuted by leading climate scientists and reveals a lack of political will, not ability.<sup>50</sup>

# ENDNOTES

- 1 Maclellan, Nic (2015) 'Transforming the regional architecture: New players and challenges for the Pacific Islands', AsiaPacific Issue No. 118, East-West Centre, August 2015.
- 2 For background on the Framework for Pacific Regionalism: [http://www.forumsec.org/resources/uploads/embeds/file/Framework%20for%20Pacific%20Regionalism\\_booklet.pdf](http://www.forumsec.org/resources/uploads/embeds/file/Framework%20for%20Pacific%20Regionalism_booklet.pdf)
- 3 All 68 proposals submitted under the Framework for Pacific Regionalism can be viewed here: <http://www.forumsec.org.fj/pages.cfm/strategic-partnerships-coordination/framework-for-pacific-regionalism/regional-initiative-submission.html>
- 4 Pacific Islands Forum Communiqués, 2010 and 2011
- 5 Majuro Declaration for Climate Leadership, 2013
- 6 Cyclone Zoe in 2002 had a lower central pressure — one of several measures of intensity — than Cyclone Pam. However, the estimate for Cyclone Pam's peak 10-minute sustained wind speed was higher at 250km/h (155m/ph).
- 7 'Vanuatu: Tropical Cyclone Pam'. Situation Report No. 21. Oxfam, 30 June 2015.
- 8 According to World Bank Data, in 2015 Vanuatu had a population of 258,000 <http://data.worldbank.org/>
- 9 Shelter Cluster factsheet (2 June 2015) [https://www.sheltercluster.org/sites/default/files/docs/shelter\\_cluster\\_-\\_cyclone\\_pam\\_-\\_vanuatu\\_infographic\\_0.pdf](https://www.sheltercluster.org/sites/default/files/docs/shelter_cluster_-_cyclone_pam_-_vanuatu_infographic_0.pdf)
- 10 The extreme ferocity of Cyclone Pam was consistent with warnings of a likely increase in the wind speed and amount of rainfall associated with tropical cyclones. At the same time, storm surges and coastal flooding associated with tropical cyclones are exacerbated by sea level rise and damage to coral reefs.\*  
According to the Intergovernmental Panel on Climate Change (IPCC)'s Fifth Assessment Report: "Projections for the 21st century indicate that it is likely that the global frequency of tropical cyclones will either decrease or remain essentially unchanged, concurrent with a likely increase in both global mean tropical cyclone maximum wind speed and rain rates." (likely = greater than 66% probability)  
IPCC 5AR Working Group I (2013): The Physical Science Basis <http://www.climatechange2013.org/> p. 107  
"It is more likely than not that the frequency of the most intense storms will increase substantially in some basins under projected 21st century warming" (more likely than not = greater than 50% probability)  
IPCC (2013) op. cit p. 109. See also Fig. TS.26, p. 108.  
\*See, for example: Woodruff, Jonathan, Irish, Jennifer and Camargo, Suzana (2013) 'Coastal flooding by tropical cyclones and sea-level rise', Nature: <http://www.nature.com/nature/journal/v504/n7478/full/nature12855.html>
- 11 The sea has been rising by up to 4mm per year since 1993\* so at high tide the water comes still higher than in the past. This rise is compounded by increasingly extreme weather events. When a high tide is accompanied by a storm surge — a rise in the sea caused by strong winds and low atmospheric pressure — the consequences can be devastating. La Niña conditions also raise sea levels in the western Pacific.\*Current and future climate of Kiribati (Australian Government, Pacific Climate Change Science Program, 2011) [http://www.pacificclimatechangescience.org/wp-content/uploads/2013/06/11\\_PCCSP\\_Kiribati\\_8pp.pdf](http://www.pacificclimatechangescience.org/wp-content/uploads/2013/06/11_PCCSP_Kiribati_8pp.pdf)
- 12 Desk review on cross-border displacement in the context of natural disasters in the Pacific: A discussion paper drafted in preparation for the Nansen Initiative Regional Consultation in the Pacific (Nansen Initiative Secretariat, 2013)
- 13 World Bank Data <http://data.worldbank.org/>
- 14 Statement by President Anote Tong of Kiribati at the UN Secretary General's Climate Summit (New York, 23 September 2014) <http://www.climate.gov.ki/2014/09/25/statement-by-he-te-beretitenti-anote-tong-during-unsgs-climate-summit/>
- 15 World Bank Data <http://data.worldbank.org/>
- 16 Humanitarian trends and challenges for the Pacific region: Paper prepared by ODI for the World Humanitarian Summit's Regional Consultation, June/July 2015, Auckland, Overseas Development Institute. <https://www.worldhumanitarianissummit.org/bitcache/a8838cfc96a33a23d2bd5693acfdcad6dd2a5ed3?vid=542279&disposition=inline&op=view>
- 17 Acting today for tomorrow: A policy and practice note for Climate and Disaster Resilient Development in the Pacific Islands region (The World Bank, 2012) <http://www.worldbank.org/en/news/feature/2012/06/04/acting-today-for-tomorrow-a-policy-and-practice-note-for-climate-and-disaster-resilient-development-in-the-pacific-islands-region>
- 18 Overview of Australia's Aid Program to Vanuatu, Australian Government, Department of Foreign Affairs and Trade. <http://dfat.gov.au/geo/vanuatu/development-assistance/Pages/development-assistance-in-vanuatu.aspx>
- 19 The economics of climate change in the Pacific (Asian Development Bank, 2013) <http://www.adb.org/publications/economics-climate-change-pacific>

- 20** Marshall Islands to cut GHG emissions by a third by 2025 (Carbon Pulse, 20 July 2015) <http://www.pina.com.fj/?p=pacnews&m=read&o=1705575055ac74b40d794e41607711>
- 21** Marshall Islands INDC: <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Marshall%20Islands/1/150721%20RMI%20INDC%20JULY%202015%20FINAL%20SUBMITTED.pdf>
- 22** On 30 April 2015, the 15 member states and territories of the Oceania 21 initiative – an initiative conceived after the Rio +20 conference to share experiences, design joint projects and examine the consequences of climate change for Pacific Islands – released the Lifou Declaration in an effort to constructively influence international climate negotiations. The Lifou Declaration affirms the members’ strong and resolute commitment to contribute to an ambitious and legally binding agreement in Paris, recognises the inadequacy of current efforts by the international community, and calls for a revolution in the way the world deals with climate change. The text of the Lifou Declaration can be viewed here: [http://www.sprep.org/attachments/VirLib/New\\_Caledonia/Lifou\\_Declaration\\_2015.pdf](http://www.sprep.org/attachments/VirLib/New_Caledonia/Lifou_Declaration_2015.pdf)
- 23** On 17 July 2015, the eight members of the Polynesian Leaders Group signed the Polynesia Against Climate Threats (PACT) declaration in a further call from the Pacific region ahead of the Paris negotiations at the end of the year. Pacific Leaders sign PACT (Radio New Zealand, 17 July 2015) <http://www.radionz.co.nz/international/pacific-news/279002/pacific-leaders-sign-pact>
- 24** Statement Presented by Prime Minister Enele Sopoaga at the 20th Conference of Parties to the UN Framework Convention on Climate Change (Lima, Peru, December 2014) [https://unfccc.int/files/meetings/lima\\_dec\\_2014/statements/application/pdf/cop20\\_hls\\_tuvalu.pdf](https://unfccc.int/files/meetings/lima_dec_2014/statements/application/pdf/cop20_hls_tuvalu.pdf)
- 25** This response was given by President Anote Tong during a meeting with Oxfam and the Edmund Rice Centre in July 2015 in Kiribati when asked about Prime Minister Tony Abbott’s stance on climate change.
- 26** Statement on the release of Australia’s post-2020 emissions reduction target (Republic of the Marshall Islands, Ministry of Foreign Affairs, 11 August 2015)
- 27** Tracking intended nationally determined contributions: What are the implications for greenhouse gas emissions in 2030? (London School of Economics and Political Science, Grantham Research Institute on Climate Change and the Environment, August 2015) <http://www.lse.ac.uk/GranthamInstitute/publication/tracking-intended-nationally-determined-contributions-what-are-the-implications-for-greenhouse-gas-emissions-in-2030/>
- 28** A review under the UNFCCC of the adequacy of the long-term global goal, presented at the Bonn Climate Change Conference in June 2015, reinforced the rationale for a strengthening of the global goal to 1.5°C. Report on the structured expert dialogue on the 2013–2015 review (UNFCCC/SB/2015/INF.1) <http://unfccc.int/resource/docs/2015/sb/eng/inf01.pdf>  
See also: 20 nations call to strengthen 2 degrees climate goal (Climate Vulnerable Forum, 1 May 2015) <http://www.thevcf.org/20-nation-forum-questions-unfccc-2-degrees-goal/>
- 29** As affirmed by a new report from the Climate Council: “The scientific underpinning for the 2°C policy target being a “safe” level of climate change is now weaker than it was a decade ago. The scientific case for a 1.5°C limit is more consistent with our current level of understanding, bolstering the case for even more urgent action.” Climate change 2015: Growing risks, critical choices (Climate Council, August 2015) <http://www.climatecouncil.org.au/climate-change-2015-growing-risks-critical-choices>
- 30** This is based on a fair share of a global ‘carbon budget’ that ensure a high probability of keeping the global temperature rise to below 2°C (and a reasonable chance of 1.5°C). In other words, the total tolerable amount of global greenhouse gas emissions, beyond which the risks for people and planet, and for developing countries in particular, become too severe. In calculating Australia’s fair share, we take account of Australia’s economic capability, its many low-cost options for reducing emissions (including abundant renewable energy potential) and historic emissions. See Oxfam’s submission to the Government’s UNFCCC Taskforce on setting Australia’s post-2020 emissions reduction targets <http://www.dpmmc.gov.au/taskforces/unfccc>
- 31** Press release from the Minister for Climate Change Issues (10 August 2009) <http://www.beehive.govt.nz/release/2020-target-balances-economy-amp-environment>

- 32** This contribution towards the global 'Fast-Start Finance' goal — an initial three-year commitment from developed countries agreed under the UN Framework Convention on Climate Change. The investment, approximately 2% towards the international goal of USD30m in Fast-Start Finance, can be considered a fair contribution in global terms. Australia's Fast-start Climate Finance: Investing in effective and sustainable climate outcomes (Australian Government, Australian AID, 2013) <http://dfat.gov.au/international-relations/themes/climate-change/Documents/australias-fast-start-climate-finance-2010-13.pdf>
- 33** Pacific Australia Climate Change Science and Adaptation Planning program <http://www.environment.gov.au/climate-change/adaptation/international-climate-change-adaptation-initiative/paccsap>
- 34** Many successful initiatives begun during the Fast-Start period, including Community-Based Climate Change Action Grants, were not continued. On the other hand, some new initiatives towards climate and disaster resilient development, including help with strengthening disaster management, have been announced under the current government. Strengthening disaster management in the Pacific (Minister for Foreign Affairs, 10 July 2015) [http://foreignminister.gov.au/releases/Pages/2015/jb\\_mr\\_150710.aspx](http://foreignminister.gov.au/releases/Pages/2015/jb_mr_150710.aspx)
- 35** The Green Climate Fund (GCF) will be an increasingly important channel for international climate finance. Formerly established in 2010 and after many years of design and consultation, led by a board with representatives from developed and developing countries, the GCF is expected to begin disbursing funds in 2015.
- 36** Letter to Oxfam from the Australian Government's Department of Foreign Affairs and Trade, 3 July 2015.
- 37** Federal Budget Analysis 2015–2016 (Australian Council for International Development, May 2015) <http://www.acfid.asn.au/resources-publications/files/acfid-budget-analysis-2015-16-1>
- 38** New Zealand's Fast-Start Finance: Final report (New Zealand Government, September 2013) [https://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/nz\\_fast-start\\_finance\\_report\\_2013.pdf](https://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/nz_fast-start_finance_report_2013.pdf)
- 39** Status of Pledges and Contributions made to the Green Climate Fund (Green Climate Fund, 30 April 2015) [http://news.gcfund.org/wp-content/uploads/2015/04/release\\_GCF\\_2015\\_contributions\\_status\\_30\\_april\\_2015.pdf](http://news.gcfund.org/wp-content/uploads/2015/04/release_GCF_2015_contributions_status_30_april_2015.pdf)
- 40** Cyclone Pam: 24 confirmed dead as Vanuatu president blames climate change (The Guardian, 16 March 2015) <http://www.theguardian.com/world/2015/mar/16/vanuatus-president-blames-climate-change-for-extreme-weather>
- 41** The people of Vanuatu showed immense resilience in the face of Cyclone Pam. Despite the extraordinary ferocity of the storm, there were few casualties. A recent study on lessons from the Vanuatu NGO Climate Change Adaptation Program explored how climate change adaptation efforts had enabled communities to better prepare for and begin recovering from the cyclone.\* A case study highlighted the work of Community Disaster Committees in Futuna, a small island in Tafea Province. As well as helping prepare their communities in advance of the cyclone, the Community Disaster Committees conducted a rapid assessment of damage around the island and conveyed the information to the provincial capital on Tanna, well before UN Disaster Assessment and Coordination teams were able to reach the outer islands. Supported in part by the Australian Government, Vanuatu has, in recent years, made a substantial investment in climate change adaptation and disaster risk reduction and response. The Vanuatu Government, communities and NGOs have worked together across the islands to build community resilience to increasing disaster risks and climate impacts. Initiatives including the Vanuatu NGO Climate Change Adaptation Program and Vanuatu Humanitarian Team have built on Vanuatu's inherent strengths and traditional coping strategies, improved coordination and amplified the voices of vulnerable communities. \*Lessons from the Vanuatu NGO Climate Change Adaptation Program (Oxfam, May 2015) <https://www.oxfam.org.au/wp-content/uploads/2015/05/lessons-from-the-vanuatu-ngo-climate-change-adaptation-program-web.pdf>
- 42** One size doesn't fit all: Tailoring the international response to the national need following Vanuatu's Cyclone Pam (Save the Children, CARE, Oxfam, WorldVision, June 2015) [http://reliefweb.int/sites/reliefweb.int/files/resources/Reflections%20on%20Cyclone%20Pam\\_WHS%20Report.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/Reflections%20on%20Cyclone%20Pam_WHS%20Report.pdf)
- 43** Responsibility based on cumulative per capita emissions between 1990 and 2012, using emissions data from the World Resources Institute <http://cait.wri.org/historical> and population figures for 2012 from World Bank Data <http://data.worldbank.org/>

- 44** Vulnerability based on David Wheeler's 2011 study  
Quantifying vulnerability to climate change: Implications for adaptation assistance. <http://www.cgdev.org/publication/quantifying-vulnerability-climate-change-implications-adaptation-assistance-working>  
The Y-axis represents the overall vulnerability score, combining to extreme weather, sea level rise, and agricultural productivity loss, and adjusted for the country's level of income and existing preparedness. A logarithmic scale has been used to compare the vastly different levels of vulnerability. [www.cgdev.org/page/mapping-impacts-climate-change](http://www.cgdev.org/page/mapping-impacts-climate-change)
- 45** The text of the Lifou Declaration can be viewed here:  
[http://www.sprep.org/attachments/VirLib/New\\_Caledonia/Lifou\\_Declaration\\_2015.pdf](http://www.sprep.org/attachments/VirLib/New_Caledonia/Lifou_Declaration_2015.pdf)
- 46** For per capita emissions, figures are for total greenhouse gas emissions excluding land-use change and forestry for 2012. For cumulative emissions, figures are for total greenhouse gas emissions excluding land-use change and forestry for 1990–2012. <http://cait.wri.org/historical>
- 47** Government climate targets fail key test (The Climate Institute, 11 August 2015) <http://www.climateinstitute.org.au/articles/media-releases/government-climate-targets-fail-key-tests.html/section/397>
- 48** Government climate targets fail key test (The Climate Institute, 11 August 2015) <http://www.climateinstitute.org.au/articles/media-releases/government-climate-targets-fail-key-tests.html/section/397>
- 49** China is the world's largest investor in renewable energy. In 2014, China spent USD \$83.3b on renewable energy projects — more than all of Europe. Since 2013, investments in new renewable energy capacity in China have been greater than those in fossil fuels and nuclear power. China has committed to radical reductions in the carbon intensity of its economy, to ensuring its emissions peak by around 2030, and to capping coal use by 2020. In 2014, China's coal consumption fell by 2.9%. Powering up against poverty: Why renewable energy is the future (Oxfam, 2015) <https://www.oxfam.org.au/what-we-do/food-and-climate/this-is-climate-in-action/coal-and-poverty/>
- 50** New Zealand CAN do more to cut emissions — here's how (RTCC News, 9 July 2015) <http://www.rtcc.org/2015/07/10/new-zealand-can-do-more-to-cut-emissions-heres-how/>

This report was written by Simon Bradshaw. Oxfam acknowledges the assistance of Wes Morgan, Luke Roughton, Lucy Grogan, Kelly Dent, Laurelle Keough and Angus Hohenboken in its production.

For further information on the issues raised in this report please email [simonbradshaw@oxfam.org.au](mailto:simonbradshaw@oxfam.org.au)

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