

#### OraTaiao: The NZ Climate & Health Council Submission in response to the Ministry of Foreign Affairs & Trade's Consultation on NZ's Approach to International Climate Change Negotiations 2023

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Submitted on behalf of OraTaiao: The New Zealand Climate and Health Council via email <u>DM-CCD@mfat.govt.nz</u> by Liz Springford, <u>liz.springford@gmail.com</u>, phone 021 0617 638.

OraTaiao is a New Zealand NGO, and we welcome the chance to speak to this submission.

#### About OraTaiao

OraTaiao: The New Zealand Climate and Health Council is an organisation calling for urgent, fair, and Tiriti-based climate action in Aotearoa; we recognise the important co-benefits to health, well-being and fairness from strong and well-designed mitigative policies. Our vision is Āhuarangi Ora, Tangata Ora, 'Healthy Climate, Healthy People'.

We honour Māori aspirations, are committed to the principles of te Tiriti o Waitangi and strive to reduce inequities between Māori and other New Zealanders. We are guided in our practice by the concepts of manaakitanga (caring and compassion), ngākau pono (Integrity), pūkengatanga (credibility), mahi toa (boldness), whakatauira (leading by example), whakaaweawe (effectiveness), and rangapū Tiriti (meaningful partnership with Māori at all levels).

OraTaiao has grown over a decade to more than 900 health professionals with these strategic priorities:

- 1. Advocate for a much faster just transition to a low emissions, climate-resilient Aotearoa, that:
  - fairly contributes to limiting global warming within 1.5°C as a good global citizen; and
  - grows health and gains equity in ways that are fast, fair, and founded on tikanga and Te Tiriti o Waitangi.
- 2. Add our unique climate-health and equity expertise to the work for climate justice and improve Aotearoa's contribution to global climate action.

As well as individual and organisational members, we are backed by 22 of New Zealand's leading health professional organisations for our Health Professionals Joint Call to Action on Climate Change and Health (see <u>orataiao.org.nz/friends and supporters</u>). This support includes the New Zealand Nurses Organisation, Public Health Association, the Royal Australasian College of Physicians and the Australasian College of Emergency Medicine, plus numerous other specialist colleges. Together, these organisations represent tens of thousands of our country's health workforce.

As an organisational member of the Climate and Health Alliance, and of the Global Climate & Health Alliance, we work with a worldwide movement of health professionals and health organisations focused on the urgent health challenges of climate change - and the health opportunities of climate action. OraTaiao signed the Doha Declaration on Climate, Health, and Wellbeing of December 2012, which reflects this international perspective.

### Section 1: What do you think New Zealand should be seeking to achieve through our participation at COP?

- How can New Zealand best use COP to advance effective and ambitious global action?
  - NZ cannot afford to allow runaway climate change beyond 1.5°C of global warming. Aotearoa's society and economy **depends** on stable environmental and ocean conditions, plus stable global markets, peace, and security. Our tools for global cooperation are **our voice at COP28 backed by our actions at home**. These are not competitive trade negotiations - we must do all we can right now to grow global ambition at COP28 and keep the 1.5°C window open. This year matters the most, not next decade or mid-century. As the government has previously stated - this is a **climate emergency.**
  - NZ must play a strong part in securing the humanly adaptable limit of 1.5°C of global warming. To argue that advantaged Aotearoa has a greater entitlement to pollute our global atmosphere is unethical, immoral, and racist. We cannot let this be us.
  - We need to be the change we want to see globally. We must recognise that Aotearoa is a relatively wealthy high-emitting nation, blessed with natural resources, and fully accountable for our high historic emissions - and commit to rapid all-gases all-sectors domestic emissions reductions that are globally responsible.
  - Losses of biodiversity, of planetary biophysical systems stability and function are inextricably linked to climate destabilisation. These have closely intertwined feedback links and tipping points. NZ must understand and push for action to limit destabilisation of Earth and oceans systems, and champion indigenous relational values, not continuing colonist extraction mentalities. This includes restoring ecosystems and biodiversity.
  - Respond with increased NDC, Climate Finance and Loss & Damage ambition, to the 2023 Global Stocktake shortfall and the latest UN climate scientists' report IPCC AR6 by shouldering our share of rapid emission reductions to safely limit global warming within the humanly adaptable 1.5°C.
  - This means early updating NZ's Nationally Determined Contribution (NDC) in line with equity well before COP28 acknowledging that our equitable contribution is at least 80% reduction from 1990 emissions by 2030 (and even higher into negative emissions if historic responsibility is considered), almost all reductions within Aotearoa with specific targets for gross domestic emission reductions, all gases and

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all sectors, and much less reliant on the forestry get-out-of-jail card. We need to announce much more Climate Finance, plus real, additional, fair funding for Loss and Damage, well ahead of COP28. NZ needs to scale up Climate Finance to close the gap between our maximum domestic gross emissions reductions (real cuts here at home that don't rely on trees) and our equitable share of the world's emissions reduction effort. Climate changes are hurting the least emitting countries the most - that is not fair. We help mess up, we help clean up.

- Oxfam Aotearoa's 2020 report remains the most current assessment of an equitable 2030 target for Aotearoa. This is the scale and speed of change we need to be a good global citizen.
- It's damning that the credible globally independent <u>Climate Action Tracker</u> <u>assessment</u> of Aotearoa's promised climate efforts finds that:
  - Our Nationally Determined Contribution (NDC) commitments are
     "insufficient" to meet our equitable share of emissions reduction.
  - If all other countries followed our NDC, we would fail to keep warming below **3°C** let alone the humanly adaptable 1.5°C.
  - Our policies and commitments to domestic emissions reduction are "highly insufficient" compared to a modelled domestic pathway and even more insufficient to meet our equitable share.
  - If all other countries followed our policies and commitments to domestic action, we would fail to keep warming below 4°C.

Climate Action Tracker (CAT) fair shares methodology:

climateactiontracker.org/methodology/cat-rating-methodology/fair-share

- Being a good global citizen also means siding with the Global South (including the Alliance of Small Island States) in realising UN Sustainable Development Goals, Convention on Biodiversity goals, and responding to the considerable losses and costs of colonisation by supporting all decolonising steps.
- In particular, NZ must align with the Pacific (PSIDs) asks made in the *Port Vila call for a Just Transition to a Fossil Fuel Free Pacific*, and especially commit to moving to full membership of the Beyond Oil and Gas Alliance and endorse the Fossil Fuel Non-Proliferation Treaty.

### • What areas are most critical for New Zealand to promote effective and ambitious global action at COP?

	Not important	Least important	Somewhat important	Very Important	Most Important
Global emissions reduction (Mitigation)	0	0	0	0	×
Increasing resilience (Adaptation)	0	0	0	×	0
Climate finance and technical support for climate action in developing countries	0	0	0	0	×

	Not important	Least important	Somewhat important	Very Important	Most Important
Aligning global financial flows with the net zero transition	0	0	0	0	×
Loss and damage Nature-positive climate action (e.g. through	0	C	0	C	×
native ecosystems and nature based solutions, addressing the linkage between the biodiversity and climate crises)	0	0	0	0	×
Trade policies and instruments that support climate action	0	0	C	×	0
Agricultural sector climate action	0	0	0	0	×
Circular economy and sustainable industry (e.g. reducing plastic waste, etc.)	0	0	0	×	0
Technology, innovation and transfer of technology	0	0	0	×	0
Other – Rapid reduction in in military emissions, Finishing with fossil fuels ASAP, Urgent methane cuts. Placing human health and health equity at the hear of urgent climate action	d	0	0	0	X

#### • Why? Tell us more?

- Finishing with fossil fuels ASAP standing with the Pacific's Port Vila Call to Action for a Just Transition to a Fossil Fuel Free Pacific, including becoming a full member of the Beyond Oil and Gas Alliance and endorsing the Fossil Fuel Non-Proliferation Treaty.
- Ambitious agricultural action especially aligning with the Global Methane Pledge. This means moving much faster on reducing our own agricultural emissions with much stronger targets for each greenhouse gas. Subsistence farmers are most important in feeding the world's most vulnerable people - not NZ's exports to wealthy populations.
- Methane cuts are now the best chance of staying below 1.5°C.
- At this late stage, due to its potent and early climate effect, urgent methane cuts are crucial to limit global warming within the humanly adaptable 1.5°C. We have signed the Global Methane Pledge it's time for fast change within our own agricultural sector, including busting methane myths. The reality is that methane is an own goal

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for Aotearoa with our expensive coastline infrastructure highly vulnerable to the ocean expansion warmed by methane for more than a century.

- Fair Climate Finance so that the financially poorest countries can avoid fossil fuel dependence yet still lift their people out of poverty. This helps support the UN's Sustainable Development Goals (UNSDGs).
- Full reparation through Loss and Damage standing with the Global South, which includes the Pacific Islands, acknowledging that those least responsible for climate damage, are being hit first and worst. We make a mess we own up and clean up.
- Rapid military emissions reductions matter. Some nations promote the armed forces as valuable allies in the "fight" against climate change - but armed forces are major contributors to dangerous climate changes (as outlined below). Now more than ever before, diplomacy and cooperation are needed among nations - not endless preparation for war. We urgently need civilian agencies properly equipped and trained to deal with extreme weather events and disaster relief - not armed forces with inappropriate military equipment and personnel trained for combat.
- There are three main ways armed forces around the world are a major contributor to climate changes. Firstly, armed forces are a massive consumer of non-renewable resources including fossil fuels used by military vehicles, vessels, aircraft and spacecraft and a major source of greenhouse gas emissions. A recent study estimated that the total military carbon footprint is approximately 5.5% of global emissions a level exceeded only by three nations: China, USA and India.
- Secondly, the opportunity cost the excessive amount of military expenditure, and levels of military research and development, divert financial and human resources away from developing sustainable energy sources and other initiatives to slow the pace, and reduce the impact, of climate change. Global military spending exceeded \$(US)2.24 trillion last year, while the amount allocated for NZ's armed forces in the 2022 Budget was more than \$(NZ)6 billion. Opportunity cost is opportunity lost for the financial and human resources we urgently need to act on climate change. Global military spending is more than 22 times the 2020 (now 2025) goal of mobilising \$(US)100 billion annually, originally agreed at COP15.
- Thirdly, the way of thinking that underlies the choice of many states, including NZ, to waste enormous amounts of public money on maintaining combat-ready armed forces is the same way of thinking that has seen those same states choosing not to act with the urgency the climate emergency requires. Business as usual, with perhaps some small cosmetic changes, carries on even as the future of life on earth is at stake.
- Now more than ever, states must work together to find sustainable solutions, instead of continuing down the path of increasing destructive militarisation - the ultimate in unsustainability.
- Climate changes are the greatest threat to human health globally and the greatest health opportunity by well-planned emission-reducing climate action.
- By contrast with excessive military spending globally, making human health a key focus of urgent climate action, enables both accelerated climate ambition and

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significant human health co-benefits - a double dividend for climate action investment. Hamilton et al modelled the energy, food and agriculture, and transport sectors, and mortality related to risk factors of air pollution, diet, and physical activity of nine representative nations with half the world's population and responsible for three-quarters of global emissions. The health co-benefits for 2040 of these nine nations' existing NDCs and related policies were compared with two alternatives: the sustainable pathways scenario (consistent with the Paris Agreement and Sustainable Development Goals), and the health in all climate policies scenario (the sustainable pathways scenario plus centring health in all policies). By 2040, more than 10 million premature deaths per year could be prevented by the second health in all climate policies scenario. (published in The Lancet Planetary Health February 2021 https://www.thelancet.com/journals/lanplh/article/PIIS2542-5196(20)30249-7/fulltext )

- How can New Zealand best leverage participation in COP to support our own lowemissions transition?
  - This question sounds like a competitive trade negotiation. We need to leverage our participation at (and before) COP28 to maximise the world's low-emissions transition. In the past, we have planted trees and used offsets instead of domestic emissions cuts and our previous destructive negotiating positions on carbon markets reflect this. We must focus on real all-gas all-sector gross emission cuts here at home this is our best lever to safeguard planetary health. Rather than promoting ourselves as climate leaders not until there is credible substance to this claim across all sectors and gases. Currently half our emissions (agriculture) are off the table an ever-increasing taxpayer liability.
- What areas are most critical for New Zealand to promote our domestic transition through our participation at COP?

	Not Important	Least Important	Somewhat Important	Very Important	Most Important
Insight into other countries' transition policies (e.g. on just transition, or implementation of nature-based solutions)		С	0	0	×
Cooperation with other countries to support New Zealand's transition (e.g. on transport, attracting used EVs)	0	0	X	0	0
Promoting New Zealand as a low- carbon tech proving	0	0	×	0	0

	Not Important	Least Important	Somewhat Important	Very Important	Most Important
ground/green investment destination Access for New Zealan businesses to world- leading international businesses' transition technologies and business models		0	0	X	0
Export opportunities for cleantech or carbon-efficient New Zealand exporters	0	0	0	0	×
Other (please specify below)	0	0	0	0	0

• Why? Tell us more?

See our earlier answers.

• If you are a business or you represent a Māori, civil society or industry organisation, are you considering participating in COP? Why/why not?

Not applicable.

- Supporting the Pacific is a key component of our approach to COP. What do you think is important to consider as we do this, and why?
  - Because the Pacific islands are our family and neighbours with long-standing ancestral connections to Māori, we also bear legal responsibilities to them but climate changes beyond 1.5°C threaten the sovereignty of Pacific nations, and we are culpable through our historic and current high emissions.
  - Aotearoa must wholeheartedly back what the Pacific nations are demanding including the Port Vila Call to Action for a Just Transition to a Fossil Fuel Free Pacific, including becoming a full member of the Beyond Oil and Gas Alliance and endorsing the Fossil Fuel Non-Proliferation Treaty.
  - Our actions, including finance, must be transparent and fair not dressing up finance as extra money when it's been simply swapped around from other aid money, as we did at COP27.
  - The Pacific needs diplomatic, political, and financial support to participate. That support should extend to support to ban deep sea mining, bottom trawling, and support for biodiversity protection.
  - Climate change is an immediate existential threat to Pacific peoples' survival and sovereignty, so that it is crucial that NZ works closely with Pacific Island nations (governments and NGOs) to provide practical assistance with their preparations for, and participation in, COP 28 as required.

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- NZ must support Pacific positions during the negotiations even when those positions do not match NZ's not only at COP 28, but in all other international forums debating the climate emergency and related issues.
- Indigenous leadership: What role should New Zealand play in amplifying indigenous voices in the global climate change regime? How can we do this most effectively?
  - NZ must play a strong role in amplifying Indigenous voices, including tangata whenua and the International Indigenous Peoples' Forum on Climate Change.
  - NZ must lead by example ensuring the fundamental constitutional relationship between hapū and the Crown in Te Tiriti o Waitangi is clearly reflected in developing NZ's approach to international climate change negotiations - not as an add-on at the end of the process. This includes proper Māori representation at COP 28, as determined by Māori - rather than MFAT simply having Māori staff present or deciding who will represent Māori there.
  - MFAT can do this most effectively by:
    - fully resourcing travel and other supports as determined by Māori.
    - support for bans on the most damaging activities such as seabed mining and bottom trawling.
    - support for indigenous people with accessing prominent speaking spots.
    - refusing to ally with countries that want to continue high emissions and deny Pacific demands - and NZ must strongly call out that behaviour.
- Nature-positive climate action: How should we seek to ensure our global response to climate change also improves the resilience of our native ecosystems, and avoids harm to biodiversity?
  - The top priority is limiting global warming within the humanly adaptable 1.5°C with high likelihood. The difference between 1.5°C and 2°C is also critical for the other life-forms we share this planet with. **Humans do not have the right to cause so much loss.** Indigenous peoples have long respected these vital relationships their leadership must prevail, including their valuable experience from pushing back against extractive mindsets.
- Should New Zealand be pursuing other aims at COP not mentioned above? If so, what, and why?
  - NZ must pursue the rapid, equitable phase-out of fossil fuels and strongly advocate to include this rapid equitable phase-out in the COP28 cover decision.
  - NZ must support the Pacific nations' demands including the Port Vila Call to Action for a Just Transition to a Fossil Fuel Free Pacific, becoming a full member of the Beyond Oil and Gas Alliance (BOGA), and endorsing the Fossil Fuel Non-Proliferation Treaty.

 NZ must also support calls for the COP28 cover decision to include an explicit, quantified target to scale up renewable energy expansion (e.g. 1.5 terawatts per year for 1.5°C).

- How should we be looking ahead to the prospect of an Australian COP in 2026 to support New Zealand and Pacific interests? Should it affect how we participate in COP in the run up to 2026?
  - Our priority at this COP28 is keeping the window open to limit global warming to 1.5°C plus playing our part as a good global citizen (as above). This includes strongly backing Pacific interests, the Alliance of Small Island States (AOSIS), and the Global South. NZ interests are limiting global warming within 1.5°C with a high likelihood. Australia, like this year's COP28 host the United Arab Emirates, is highly vested in fossil fuels. So, NZ must amplify Pacific nations' call for a 'Fossil Free Pacific' throughout the lead-up to COP31.

#### Section 2: How should New Zealand engage at COP?

- What role do you think New Zealand should aim to play at COP? E.g. should we seek to be seen as a constructive bridge-builder, or be more prepared to be an outlier? Why?
  - We need to be prepared to be an outlier by being the change we need to see globally. This is a **race to the top** of the global climate emergency responses.
  - This means we also need to clean up our own act at home. NZ can't pretend to be a climate leader when our target is weak, our budgets are inadequate, we are highly reliant on offsets (as the Climate Commissioner has strongly criticised recently), and our plans and policies are inadequate to even meet our weak target..

#### • Who should we be working and aligning with, and why?

- Our priority relationships are standing with the Pacific, AOSIS, the Global South, and with other nations that support rapid emissions reductions to highly likely limit global warming to 1.5°C and support the Paris principle of common but differentiated responsibility. Aligning with the Umbrella Group (or similar alliances) is highly inappropriate for a Pacific nation like NZ.
- With the other positive membership alliances that we already have we need to
  follow through and enact those membership goals. These memberships include: the
  Powering Past Coal initiative (but minimal movement to get out of coal despite
  promised); and the Global Methane Initiative (but our agriculture sector is exempt
  from the ETS, and fracking in Taranaki continues with no reduction plans).Fossil fuel
  use harms human health in many immediate ways, as well causing dangerous
  changes to our global climate.NZ must become a full member of the Beyond Oil and
  Gas Alliance and work actively to make BOGA's call for a rapid, equitable phase out
  of fossil fuel production and use, happen ASAP. Climate change is an immediate

existential threat to Pacific peoples' survival and sovereignty. In fairness, NZ must work closely with Pacific Island nations (governments and NGOs) to fully support and practically resource the Pacific nations' capacity to participate fully in COP 28 - as directed by these nations.

- NZ must also support Pacific positions during the negotiations even when those positions do not match NZ's not only at COP 28, but in all other international forums debating the climate emergency and related issues.
- Is New Zealand part of the right initiatives and coalitions to achieve our COP objectives?
  - No
  - Why not?
    - See above answer to the question as to who we should align with.
  - What should we do differently?
    - See above answer to the question as to who we should align with.
    - New Zealand should become a full member of BOGA.
- How should we give effect to our Treaty partnership with Māori in how we engage at COP?
  - Te Tiriti recognises that Māori have independent relationships internationally so MFAT must support and fully resource Māori rōpū to determine what they want from COP28 and whether they will operate independently, or in partnership with the MFAT team.
  - Hapū must be fully involved in the design of NZ's approach to climate change whether domestically or internationally, and including mitigation, adaptation, climate finance, and loss and damage.
  - To quote Rongomau Taketake at Te Kahui Tika Tangata/NZ Human Rights Commission Professor Claire Charters: "It is well documented that Māori communities are being heavily impacted by the adverse effects of climate change and extreme weather events, such as Cyclone Gabrielle.", "We know Māori are more likely to live in places vulnerable to climate change. And we're also more likely to be poor, less healthy, uninsured, and either homeless or living in substandard and crowded housing.", "Rather than waiting for government agencies, Māori got stuck in, cleaning up marae and providing shelter and support for our people to rebuild homes. Much of this mahi was done before civil emergency support even arrived." and "Māori, in turn, must be supported in our efforts to respond to the impacts of climate change on our communities. Allowing us to realise self-determination is key to that support." https://e-tangata.co.nz/comment-and-analysis/putting-rights-onhold/

- Who do you think should be represented at COP to drive the outcomes New Zealand seeks?
  - Māori must be fully resourced to choose how they want to participate at COP28 and their COP28 objectives.
  - NZ civil society groups advocating for ending fossil fuels and ambitious Aotearoa agricultural reforms. We can't afford protectionist agricultural positions, and at this COP28, the voices of fossil fuel lobbyists are likely to be the loudest ever.
  - NZ must also strongly support indigenous voices at COP28.

#### Section 3: Specific Negotiation questions

#### Global Stocktake

- What does a strong outcome of the Global Stocktake (GST) mean, for each of the Paris Agreement's goals mitigation, adaptation, and financial flows? What should New Zealand advocate for in each of, and across these pillars?
  - Although the Global Stocktake is intended to shape the second round of NDCs covering 2031-2035, this is a Climate Emergency as NZ's government has recognised therefore NZ must push strongly for accelerated and just climate action by nations accelerating the scale and speed of their first NDCs (which end 2030). This must be backed by accelerating our domestic climate action as OraTaiao has outlined in various questions above. The GST sounds the alarm in this Climate Emergency COP28 must increase our odds of the global 1.5°C limit, not rule this out forever.
  - Five key outcomes must be in the COP and GST texts at COP28:
    - The world-wide just and equitable fossil fuels phase-out, coupled with scaling up renewables, to limit global warming within 1.5°C. This must include increased finance for the Global South's successful energy transition, plus clear respect for the Common But Differentiated Responsibilities principle.
    - 2. Rapid doubling and delivery of adaptation finance. This includes funding locally led adaptation approaches and operationalising the new fund at COP28 with additional finance for loss and damage.
    - 3. Climate action clearly respecting and elevating human rights especially Indigenous Peoples and local communities, women's rights, and intergenerational justice.
    - 4. Climate action not to damage ecosystems and Nature strongly embedded in the next NDCs
    - 5. Concrete accountability mechanisms for State and non-state actors to urgently implement the Paris Agreement preferably within months.

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- What should we advocate for in the GST on mitigation?
  - The world-wide just and equitable fossil fuels phase-out, coupled with scaling up renewables, to limit global warming within 1.5°C. This must include increased finance for the Global South's successful energy transition, plus clear respect for the Common But Differentiated Responsibilities principle.
- What should we advocate for in the GST on adaptation?
  - Rapid doubling and delivery of adaptation finance. This includes funding locally led adaptation approaches and operationalising the new fund at COP28 with additional finance for loss and damage.
- What should we advocate for in the GST on financial flows?
  - Financing for mitigation, adaptation, and loss and damage, could most usefully be taken from military budgets around the world. Global military spending exceeded \$(US)2.24 trillion last year, and NZ allocated more than \$(NZ)6 billion for our own armed forces in the 2022 Budget.
- Are there things we should advocate for across these pillars?
  - A global just and equitable phase out of fossil fuels and a scale up of renewables to achieve the 1.5°C target, including raising finance for the Global South to implement the energy transition and an absolute respect of the Common But Differentiated Responsibilities principle
- How should the Global Stocktake and its outcomes increase action in this critical pre-2030 decade?
  - A global just and equitable phase out of fossil fuels and a scale up of renewables to • achieve the 1.5°C target, including raising finance for the Global South to implement the energy transition and an absolute respect of the Common But Differentiated Responsibilities principle
  - A requirement for climate action to respect human rights, especially the human rights of Indigenous Peoples and local communities, women's rights, and intergenerational justice.
  - Concrete accountability mechanisms for State and non-state actors to urgently implement the Paris Agreement preferably within months.
  - Climate action not to damage ecosystems and Nature strongly embedded in the next NDCs
- How should the Global Stocktake outcomes feed into countries' consideration of NDC2?
  - Countries should be encouraged to include concrete actions to phase out fossil fuel ٠ production and use in their second NDCs.



 Climate action not to damage ecosystems and Nature strongly embedded in the next NDCs

#### Mitigation Work Programme

- What (e.g. sectors and measures) should this global mitigation work programme focus on, and how should it prioritise focus areas?
  - Accelerated transition to renewable energy sources.
  - Accelerated phase-out of fossil fuels.
  - Just energy transition and social transformation in the power sector.
  - Fully financing the transition.
- How should New Zealand engage in this programme to support global action?
  - Show leadership in the South Pacific by helping Island nations to transform their energy sector to renewable sources.
  - Finance these island nations in their energy transition so as not to increase the burden they already carry from lack of fair access to development and increase exposure to the effects of climate change.
- How should New Zealand engage in this programme to support domestic action?
  - Ambitious energy infrastructure development of wind and solar energy.
  - Ensure a just energy transition from fossil fuels to electricity by ensuring that electricity is affordable for all people of all income levels.
- What relation, if any, should this have to New Zealand's Emissions Reduction Plan?
  - Approximately 60% of New Zealand's energy comes from fossil fuels and while this represents more renewable energy than most other OECD countries, we have a long way to go to 100% renewable and need to make this transition rapidly, indicating that the target for total final energy consumption in the ETS should be more ambitious than the current 50% by 2035.

#### Nationally Determined Contributions

- NDCs are nationally determined, however are there processes or elements it would be desirable for all countries to focus on in the preparation of their NDC2?
  - Countries should be encouraged to include concrete actions in their second NDCs to phase out both fossil fuel production and use.

- Targets with concrete actions must be set for each of the main greenhouse gases including carbon dioxide, nitrous oxide and methane.
- Changes to NDC reporting to address children and young people's rights and participation.
- How should this link to the need to urgently reduce emissions in this critical decade, i.e. pre-2030?
  - The scale and speed of emissions reduction actions must match the urgency in limiting global warming to 1.5°C. Rapid reductions this year and well before 2030, matter the most. Wealthier high-emitting nations like NZ must take the lead - as the Paris principle of common, but differentiated responsibility, requires.
- Should New Zealand be advocating for the implementation of NDCs to also promote biodiversity benefits?
  - Yes, and MFAT need to take direction from Māori, Pacific nations, AOSIS and the Global South (including related NGOs) to amplify indigenous voices and experiences in respecting and protecting biodiversity.

#### Agriculture

- What outcomes would you like to see internationally in relation to agricultural climate action?
  - Commitment and real action for the Global Methane Pledge
  - Pledges to foster food sovereignty locally, especially for Indigenous people, to ensure resilience to disruptions in large food chains and access to healthy, safe, culturally appropriate food
  - Commitment to sustainable diets as a pillar of health and climate action
  - Commitment to supporting a transition to low-emissions ecological farming plantbased, regenerative organic agriculture (ecological farming)
  - There must be international recognition of the need to address and phase out, the inputs driving industrial agriculture and the climate crisis, such as synthetic nitrogen fertiliser and palm kernel expeller
- How do you think Māori rights and interests in agriculture and the land sector should be advocated for at COP?
  - Recognising Te Tiriti, reparations and decolonisation as playing a key role in land sovereignty. MFAT must take direction from Māori, and not use Māori rights and interests to protect other agriculture and land sector interests.

- Recognising New Zealand's domestic action to address agricultural emissions, should we be hard lined in negotiations by requiring text to recognise that all countries should be seeking to reduce their agricultural emissions?
  - NZ's action on agricultural emissions is inadequate. Wealthy countries from the Global North such as NZ, have had a disproportionate impact on climate change and should take the lead in emissions reductions.
  - There should be explicit rules to achieve gross agricultural emissions reductions in all countries, to harmonise emissions reduction standards and avoid claims of leakage which are used to avoid any one country reducing emissions.

#### Adaptation

- What outcomes would you like to see internationally in relation to adaptation?
  - A concrete and rapid doubling of adaptation finance including approaches for locally led adaptation, and additional finance for loss and damage through the new fund that should be operationalised at COP28.
  - A requirement for adaptation actions to have mitigation co-benefits.
- Are there any specific elements New Zealand should advocate for as a part of the work programme on the global goal on adaptation this year?
  - A concrete and rapid doubling of adaptation finance including approaches for locally led adaptation, and additional finance for loss and damage through the new fund that should be operationalised at COP28
- What role should New Zealand play in advocating internationally for indigenous-led/codesigned approaches to local adaptation needs?
  - NZ must clearly and strongly stand with the Pacific, the Alliance of Small Island States, and the Global South, and amplify their voices.
- How could this global decision influence New Zealand's domestic action on adaptation?
  - Domestic action must decolonise and prioritise the needs of the most vulnerable New Zealanders, especially those with the least resources to adapt. Rapid emissions cuts are the most important way of reducing adaptation risks.
- How can consideration for biodiversity be built into the global goal and framework for adaptation?

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- The most effective adaptation actions have mitigation co-benefits. A simple example is planting trees in urban areas which provide many ecosystem services related to adaptation but also promote biodiversity.
- There should be a requirement for adaptation actions to have mitigation cobenefits.
- What role could New Zealand play in advocating internationally for adaptation actions that avoid harm or that protect or enhance biodiversity and native ecosystems?
  - We must advocate for adaptation that protects and enhances biodiversity and native ecosystems taking our lead from indigenous voices around the world, especially Māori.

#### **Climate Finance**

- What outcomes would you like to see internationally in relation to climate finance?
  - A concrete and rapid doubling of adaptation finance including approaches for locally led adaptation, and additional finance for loss and damage through the new fund that should be operationalised at COP28.
- What do you think New Zealand should do to support climate finance being accessible and effective for the Pacific?
  - Take our lead from the Pacific and amplify their voices.
- What kind of funding arrangements for addressing loss and damage from climate impacts do you think New Zealand should support?
  - New Zealand should be supporting international efforts for loss and damage finance, and amplifying calls from Pacific Island nations, the wider AOSIS group, and civil society actors.
  - That means being willing to provide new and additional loss and damage finance to the Pacific ie. NOT repurposed from an already existing adaptation fund to signal willingness to engage with these dialogues, whilst also reflecting the calls and demands of AOSIS, and in particular, the Pacific in our own policy, even if that is more ambitious than we have been in previous negotiations.
  - We barely got loss and damage across the line in COP27 now we need to see New Zealand taking the lead to ensure that the loss and damage response fund adheres to the principles of:
    - international solidarity, historical responsibility and the polluter pays principle
    - o new and additional
    - needs-based, adequate, predictable, and precautionary
    - locally driven with subsidiarity enveloping gender responsiveness and equitable representation
    - $\circ \quad \text{public and grant-based}$

- balanced and comprehensive.
- What features would you like to see in the new collective quantified goal on climate finance?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, and civil society actors.
- How would you like to see New Zealand use COP to support broader reform in the financial system and the redirection of financial flows to align with the goals of the Paris Agreement?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, and civil society actors.
- How do you think New Zealand can use COP to support the alignment of financial flows in our own country with the Paris Agreement and our climate change targets?
  - NZ as a high emitting (current and historically), relatively wealthy nation, will be sending Climate Finance offshore, not receiving finance. It's up to NZ to domestically fund loss and damage within our own country to reflect our Tiriti responsibilities, and the reality, as offshore, that those who have least caused dangerous climate changes, too often experience the greatest hardship and are harmed first. NZ's 2023 extreme weather events demonstrate this deep unfairness.

#### Loss and Damage

- How should New Zealand promote successful operationalisation of the Santiago Network?
  - By standing with and amplifying calls from Pacific Island nations, the wider AOSIS group, and civil society actors.
- How do you think we can seek to ensure the Santiago Network delivers effective support for the Pacific?
  - By standing with and amplifying calls from Pacific Island nations, the wider AOSIS group, and civil society actors.
- Outside of the Santiago Network, what should New Zealand be advocating for on loss and damage, including through the Warsaw Implementation Mechanism (WIM) on loss and damage?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, and civil society actors. Our role is to amplify their voices.

#### Forestry

- What outcomes would you like to see internationally in relation to forest climate action in the context of COP?
  - Mandatory Value Chain Analysis on all forests to ensure that the full life cycle of sequestration and emissions are accounted for, and to counter green washing by the forestry industry.<sup>1</sup>
  - Biodiversity included in recognition of forests to climate change.<sup>2</sup>
- Where do you think New Zealand can provide global leadership on forestry in the context of COP?
  - We could start by performing Value Chain Analysis on all forests in Aotearoa.
  - Put a stop to green washing by the NZ exotic forestry industry by requiring them to report their full life cycle emissions (which research suggests will show that they emit about twice as much carbon as the forests sequester)
  - Stop subsidising the carbon emissions of the NZ exotic forestry industry.
  - Take the advice of the Environmental Defence Society and PureAdvantage report that says, 'if we are to ensure the right trees are indeed planted in the right place for the right purpose, we need more nuanced and carefully designed regulatory settings (including well targeted incentives) that secure a much more holistic set of values and encourage an interwoven land use approach. Such settings should ensure that forests are planted and managed with a view to optimising ecological integrity, flora and fauna biodiversity and habitat protection, long-term climate (and hazard) resilience, soil health and stability, water purification and secure yields, temperature management, recreation and amenity values, and spiritual connection alongside carbon sequestration, sustainable timber and bioenergy production'.<sup>3</sup>
- What do you think New Zealand's position should be on the role of forests for climate change mitigation, including within NDCs and the international purchase of forest carbon credits?
  - NZ needs to prioritise rapid domestic emission cuts within NDCs, including our own

     and carefully limit international forest carbon credits, so that these are not largely
     used to continue wasteful climate-polluting by private companies. Native forests

<sup>&</sup>lt;sup>1</sup> See also

https://www.mdpi.com/journal/sustainability/special\_issues/The\_Impact\_of\_Forest\_Industry\_Operations\_and\_Comparison\_n\_of\_Greenhouse\_Carbon\_Emissions

<sup>&</sup>lt;sup>2</sup> See also <u>https://news.mongabay.com/2023/04/could-biodiversity-be-a-key-to-better-forest-carbon-storage-in-europe/</u> <sup>3</sup> Submission To Ministerial Inquiry into Land Uses Associated with the Mobilisation of Woody Debris (Including Forestry Slash) and Sediment in Tairāwhiti / Gisborne District and Wairoa District (2023) available at <u>https://eds.org.nz/wpcontent/uploads/2023/04/EDS-PA-joint-submission-to-East-Coast-Forestry-Slash-Sediment-Inquiry-2023-Final.pdf</u>



including the protection of indigenous forests - are the priority for credits, ahead of plantation plantings. Credits need to be credible and carefully regulated.

- What do you think New Zealand's position at the COP negotiations should be on the role of forests for climate change adaptation, such as through nature-based solutions?
  - Co-benefit approaches are essential to reducing global climate emissions fairly and economically in the long-term, and trees represent an excellent example of the co-benefits of adaptation and mitigation.
  - However, a biodiversity payment scheme is needed to account for the ecosystem services that forests provide to adaptation and mitigation of the climate crisis (as well as the biodiversity crisis)
- How do you think Māori rights and interests in forestry and the land sector should be advocated for at COP?
  - By NZ taking direction from hapu and iwi, ensuring that Māori are fully resourced to
    participate at COP28 in the ways that they determine. Māori rights and interests in
    forestry and the land sector are separate from other forestry and land sector
    interests. This means other interests must not be protected in the name of Māori
    rights and interests.

#### International Cooperation on Mitigation

- How should New Zealand promote environmental integrity and ensuring that only real and additional emissions reductions and removals can be used towards NDCs?
  - A hierarchy of emissions reductions measures should be mandated, so that gross emissions are reduced before relying on offsets.
- How should New Zealand promote environmental integrity and ensuring that only real and additional emissions reductions and removals can be used towards NDCs?
  - This is important credible evidence-based international regulation driven by strong indigenous and civil society involvement, not private companies with conflicting interests.
- How should New Zealand ensure that sustainable development co-benefits (such as where funding mitigation outcomes also improves access to affordable energy for communities in the developing country partner) are mandated or weighted appropriately?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, and civil society actors. Our role is to amplify their voices.

- What should New Zealand prioritise when engaging in the negotiations to support our access to sources of emissions reduction units with high environmental integrity?
  - NZ's top priority is rapidly reducing our need to purchase offshore credits our climate action must be almost all domestic emissions cuts (covering all sectors and gases), and at speed and scale needed as a good global citizen (as per earlier responses). We understand that both the Climate Commissioner and the Treasury have expressed strong concern at NZ's level of reliance on purchasing offshore credits. This is dangerous behaviour for our climate risks and future financial liabilities.

#### Gender and climate change

- How should New Zealand advocate for gender equality and women's empowerment in the context of climate change at the UNFCCC?
  - Gender equality is central to sustainable development. Women must be more than equally represented at all levels of decision-making with equal voice and power. Conversely, gender inequality can be seen as yet another symptom, like climate change, of a colonist exploitive mind-set. A recent United Nations report shows:
    - Progress in poverty reduction has reversed with women and girls paying a large price.
    - Food security, livelihoods and the well-being of women and girls depend on climate action and a healthy planet.
    - Violence against women and girls remains commonplace.
    - In all the places where decisions are made, gender parity is far from being achieved.
    - The pace of reform on women's legal rights is far too slow<sup>4</sup>
  - Another United Nations report states '*it is imperative that women be actively* supported to access and fully engage, as participants, agents and beneficiaries of change in all developments, including new jobs, in the green economy'.<sup>5</sup>
- What concrete actions can New Zealand take to advance gender-responsive climate policies and actions internationally?

<sup>&</sup>lt;sup>4</sup> Progress on the Sustainable Development Goals: The gender snapshot 2022. Available at <u>https://www.unwomen.org/sites/default/files/2022-09/Progress-on-the-sustainable-development-goals-the-gender-snapshot-2022-en\_0.pdf</u>

<sup>&</sup>lt;sup>5</sup> 25 years after Beijing: A review of the UN system's support for the implementation of the Platform for Action, 2014–2019. Available at

https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2020/IANWGE-Review-of-UN-system-support-for-implementation-of-Platform-for-Action-2014-2019-en.pdf

- This means that Aotearoa NZ should strongly advocate for gender equality and women's empowerment through legislation, international and national decision making, education, and poverty reduction.
- This will deliver co-benefits of equality, mitigation, and adaptation.

#### Local Communities and Indigenous Peoples Platform

- How should Aotearoa engage with the LCIPP?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, indigenous voices, and related NGOs. Our role is to amplify their voices.
- What can we do to support and empower Māori to engage in the work of the LCIPP?
  - By MFAT taking direction from hapu and iwi, ensuring that Māori are fully resourced to participate at COP28 in the ways that they determine.
- How can we better connect the work of the LCIPP at the international level to grass-root indigenous climate action, and specifically, what iwi, hapū and Māori communities are doing on climate domestically?
  - By MFAT taking direction from hapu and iwi, ensuring that Māori are fully resourced to participate at COP28 in the ways that they determine.

#### Human rights and climate change

- Human rights is a cross-cutting issue. How do you think New Zealand should advocate for countries to respect, promote and consider their human rights obligations when taking action to address climate change?
  - Get involved in child rights spaces at COP. A COP27 position paper by the Children's Rights and Environment Initiative last year suggested a wide range of very practical ways that State Parties could play a leadership role at COP in supporting the integration of child rights into climate policy. UNICEF can advise on groupings New Zealand could be part of at COP28.
- New Zealand's International Human Rights Action Plan states we will play a leadership role in advocating for the rights of persons with disabilities. How should New Zealand advocate for the rights of persons with disabilities in the negotiations and at COP?
  - [reGet involved in disability rights spaces at COP. Fund and facilitate our domestic DPOs to provide the advice we need, and fund their representation at COP 28.

- New Zealand has an International Human Rights Action Plan which sets out our international human rights advocacy priorities through to 2023. Are there any specific human rights that you see as most important for New Zealand to advance in the context of climate change?
  - NZ should take its role seriously as a Tiriti partner by supporting the involvement of Indigenous-led organisations at COP. In addition, the rights of disabled people, children and young people are key areas in which we can be advocating more strongly. OraTaiao helped shape the NGO response to the 2022 UN review of children and young people's rights, especially related to climate action, and we direct you to this response.

#### Youth and climate change

- Youth is a cross-cutting issue. How do you think New Zealand should advocate internationally for young people when taking action to address climate change?
  - MFAT must take direction from youth as to how they want NZ to advocate internationally. Engage with youth, listen to youth, and act on their recommendations. This includes fully resourcing a strong youth presence at COP28 as directed by young people.
- How can views from young people be better understood and reflected in negotiating positions?
  - Hosting ongoing consultation processes on international climate policy which are
    accessible, meaningful, and are genuinely considered, not a box-ticking exercise.
    This would mean scheduled outside of school hours, with consultations that are
    understandable to everyone, short enough that those with limited time can still give
    input, and with follow-up/further steps arranged after these consultations.
  - Supporting (with accreditation and financing) a minimum of 2 youth representatives as part of the NZ delegation to ensure youth have access to negotiators and negotiations.
  - Meeting youth where they're at being open to input from youth that does not come in a conventional format, hosting meetings or consultations in a way that makes youth feel comfortable in engaging with these sessions, making time for negotiators to meet with youth where requested before, during, and after COPs
  - Ensuring engagement with YOUNGO as the official youth constituency of the UN and other international youth networks, and actively supporting their calls/asks with regards to negotiations.



• Young people will have to live with the impacts of today's policies. Advocate for youth involvement in policymaking and give them real power to enact change - including by supporting calls internationally to lower the voting age to 16 (and quickly reducing voting age to 16 within NZ too). This is intergenerational justice.



#### **Biodiversity and Nature-Based Solutions**

- What outcomes would you like to see internationally in relation to Nature-Based Solutions?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, indigenous voices, and related NGOs. Our role is to amplify their voices.
- Are there specific environmental or social safeguards, which New Zealand should be pursuing internationally? If yes, how?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, indigenous voices, and related NGOs. Our role is to amplify their voices.
- How can countries be encouraged to promote biodiversity benefits, and minimise risks of negative impacts on biodiversity from climate action?
  - NZ must take our advocacy direction from Pacific Island nations, the wider AOSIS group, indigenous voices, and related NGOs. Our role is to amplify their voices.
- Are there insights New Zealand can bring to the international climate-biodiversity nexus from te ao Māori and a kaupapa Māori perspective?
  - By MFAT taking direction from hapu and iwi prior to COP28 and ensuring that Māori are fully resourced to participate at COP28 in the ways that they determine.
- What else should New Zealand be doing internationally to promote more integrated global climate and biodiversity action?
  - Seeing the interconnectedness of the symptoms (including the global climate emergency) of colonising extractive and exploitive mindsets - and better understand the scale of transformation needed. This means lifting up the voices of those who value biodiversity and have long histories of living more harmoniously within ecosytems.

#### Just Transition

- What outcomes would you like New Zealand to advocate for internationally in relation to just transition?
  - New Zealand should be pursuing a rapid, equitable phase out of fossil fuels, including by strongly advocating for this to be included in the COP28 cover decision.

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- In particular, New Zealand should support what the Pacific nations are demanding including the Port Vila Call to Action for a Just Transition to a Fossil Fuel Free Pacific, including becoming a full member of the Beyond Oil and Gas Alliance and endorsing the a Fossil Fuel Non-Proliferation Treaty.
- New Zealand can also be supporting the global call by unions for education for workers on the ways that climate change impacts on people's working lives, and engagement in the development and implementation of mitigation and adaptation measures.
- How do you think the perspectives of groups disproportionately impacted by climate change should be included in global approaches to the transition to a low emissions future?
  - Education is crucial in schools, workplaces, and communities. One way to deliver climate education is via unions, who already have well organised networks and excellent reach into workplaces.

#### **Response Measures**

- What outcomes would you like New Zealand to advocate for internationally in relation to Response Measures?
  - Prioritise the voices of indigenous peoples around the world and their experiences in the face of extractive exploitative attitudes.
- Are there any domestic climate policies in particular you are concerned will have negative impacts internationally?
  - Yes. NZ must urge international rapid and deep methane cuts this decade domestically and within the agricultural sectors of developed nations. This both protects our chances of limiting global warming to humanly adaptable levels, and protects the sustenance agriculture of much less materially wealthy nations. To do otherwise and continue our domestic inaction, sets a dangerous precedent for other nations with large agricultural sectors. Certainly from OraTaiao's human health and health equity perspective, there is substantial scientific evidence supporting the health gains from much more plant-based diets, and the very real health harms from dairy and meat consumption. Rapidly reducing methane and nitrous oxide as dangerous climate emissions, also has significant human health gains in the nearer term, as well as avoided climate harms for humans and other species we share this planet with.
  - If yes, how can we ensure New Zealand is not contributing to these?

 Commit to cutting methane from intensive dairying at least in line with the Global Methane Pledge, regulate to rapidly reduce cow stocking rates, phase-out synthetic nitrogen fertiliser within a few years, plus phase-out imported feed use, such as palm-kernel.

#### Oceans

- What are the particular ocean-climate issues that New Zealand should focus on, including at the next Ocean-Climate dialogue in June 2023?
  - An end to destructive bottom fishing methods, including bottom trawling, Danish Seining, and dredging due to the release of carbon settled on the seabed, and to the damage to marine ecosystems.
  - Overfishing and destructive fishing methods have caused the loss of ecosystem functions and resilience and of carbon sequestration. Biodiversity loss is one result. This is not the relationship that indigenous peoples value and must direct global biodiversity responses.
  - NZ must urge a ban and/or indefinite moratorium on deep sea and seabed mining. This is because of the the release of carbon, damage to benthic ecosystems, and suffocation of sea life by sedimentation and clouding of the water column.
  - NZ must urge reform of the International Seabed Authority (ISA), ending the operator/regulator conflict of interests and functions, and limiting the term of the ISA Director-General.
  - Geoengineering attempts such as "iron fertilisation" have been shown to be counter-productive encouraging algal blooms and nutrient depletion in oceans.
  - The UN Oceans Treaty (BBNJ) must be ratified and need 60 state signatories to take effect. Ocean carbon sequestration must not be an offset for terrestrial GHG emissions but the ocean natural nutrient and carbon cycles should be protected.
  - Coastal and marine wetlands have very significant carbon and methane stores, and natural sequestration mechanisms should be protected. Avoiding rising sea temperatures, as well as limiting direct biodiversity losses and current disruptions, is essential to prevent seabed solid-state methane from changing form to be released as a gas into the atmosphere.
- What role can New Zealand play to support the dialogue to address ocean issues that are important to New Zealand and the Pacific?
  - Support Pacific initiatives to ban or postpone any seabed mining in the high seas.
- How can the UNFCCC support collaborative ocean-climate action across UN processes?



• By prioritising the voices of indigenous peoples around the world and their experience in caring for our oceans and sea-life, in the face of extractive exploitative attitudes.

#### Technology

- What outcomes would you like New Zealand to advocate for internationally on lowemissions technology development and transfer?
  - To not rely on techno-fixes but to instead reduce the inputs that drive climate change.
  - Solar technology, including a true circular economy of the components of solar panels.
  - Wind technology, including offshore wind farms.
  - Battery technology, including a true circular economy of the components of solar panels.
  - New Zealand needs to be a leader in food technology and make the jump from cows to plant-based products (e.g., oat milk, kiwifruit) and high-tech products.
  - New Zealand should support nature-based, not tech-based approaches to carbon capture.