

MAKEPOVERTYHISTORY

To: Professor Ross Garnaut
cc: Prime Minister Kevin Rudd
cc: The Hon Wayne Swan, Treasurer
cc: Senator the Hon Penny Wong, Minister for Climate Change and Water

10 April 2007

General Submission to the Garnaut Climate Change Review

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1. Introduction

Make Poverty History is part of a global call to action against poverty, involving approximately 80 countries that aim to end the injustice of poverty. In Australia, Make Poverty History is a coalition of more than 60 aid agencies, community groups and religious organisations, working towards the implementation of policies that include; tackling climate change, guaranteeing more and better aid, debt relief, fairer trade, assisting poor communities in holding their governments accountable, and honouring commitments made to the Millennium Development Goals.

Despite developing countries contributing the least to greenhouse gas emissions historically, the impacts of climate change are and will be felt most severely by the world's poor. Unless urgent steps are taken to integrate climate change into national strategies for poverty eradication and sustainable development, the impacts on the world's poor will be both debilitating and widespread.

This submission focuses on five key areas for policy development:

- delivery of equitable emissions reduction
- just adaptation
- an effective aid program
- support for displaced population, and
- technology transfer for a low emission future.

These areas provide a framework that will enable Australia to demonstrate its commitment to addressing the inseparable challenges of climate change and poverty reduction, and a roadmap to enable Prime Minister Rudd and the Australian Government to act as a bridge between developed and developing countries on climate change.

2. Delivery of equitable emission reductions

Today, the observed impacts of global warming are becoming increasingly and rapidly obvious. They take the form of changing seasons, abnormal weather, heat waves, droughts, floods and marked changes in the behaviour of animals and plants.

The world's poorest people living in places where the climate is already at its most extreme – such as those living in low lying islands of the Pacific, millions of people in Bangladesh, pastoralist people in northern Kenya and across the Sahel – are already feeling serious impacts upon their lives and livelihoods. These are the communities least responsible for greenhouse gas emissions and who, because of poverty, isolation and political marginalisation, are too often those least equipped to adapt.

This is all happening when global average temperatures increases have not yet exceeded 1°C above pre-industrial levels.

Risks rise rapidly with temperature. Once temperature increase rises above 2°C, up to 4 billion people could be experiencing growing water shortages. Agriculture could cease to be viable in parts of the world, particularly in the tropics, and millions more people will be at risk of hunger. This rise in temperature could see 40–60 million more people exposed to malaria in Africa¹.

The evidence is compelling: temperatures can not be allowed to rise above 2°C. This must be the foundation of the Australian Government's response to climate change, underpinned by strong and binding cuts to national greenhouse gas emissions. Both short- and long-term targets are required - recognising Australia's historic contribution to greenhouse gas levels, and the imperative for developed countries to provide leadership in emissions reductions. Australia should therefore commit to:

- Establish a national framework for urgently reducing Australia's greenhouse gas emissions by at least 80% below 1990 levels by 2050, and by at least 30% by 2020, by socially equitable means;
- Ensure that Australia's greenhouse gas emissions peak no later than 2010;
- Work with other developed nations to ensure that burden sharing is equitable.

3. Just adaptation

Even with deep cuts in global emissions, poor people around the world will need to adapt to the unavoidable impacts of climate change. Richer countries that are largely responsible for causing the problem, and who have the capacity to act, must therefore provide financing for adaptation to developing countries that is adequate, reliable and equitable. It is essential that Australia contributes its fair share to global adaptation costs without diverting current aid funding – and that this support helps build the capacity of developing countries to successfully adapt.

The principles underpinning adaptation financing are based on responsibility for historical emissions and capability to assist. Using the 'polluter pays' principle, the Australian Government has the obligation to immediately work towards fair and adequate adaptation financing that is:

¹ Tearfund, Christian Aid, Practical Action & Oxfam (2007) 'Two degrees, one chance'. Available at: <http://www.oxfam.org.au/campaigns/climate-change/docs/two-degrees-one-chance.pdf>

- adequate (in the order required - \$1.75bn per annum²);
- additional (to existing development aid commitments);
- reliable (legally binding on the basis of responsibility and capability); and
- accessible (to those who need it most).

In addition, adaptation financing should prioritise the following areas:

- Equitable sourcing and distribution of resources for adaptation, provided in line with responsibility for emissions and capability to assist, targeted to the poorest and most vulnerable people and countries;
- Engagement with business to a) raise awareness on the intersection of business and community risk due to climate change; b) develop products and services which build resilience in poor countries and c) support adaptation financing policies;
- Provision of expertise to developing country governments in developing high-quality adaptation plans;
- Recognise that adaptation strategies are location specific, and will be aided by working closely with affected communities- seeking their input and knowledge of effective adaptation strategies;
- Ensuring that adaptation funding is allocated to those communities most in need.

4. An effective aid program

Australia is the world's 13th largest aid donor by volume and is the leading donor in the Pacific region. Australia's overall aid budget is \$3.2 billion in 2007/08, budgeted to rise to \$4.3 billion in 2010/11. Climate change has been a small element of Australian official development assistance for the last decade. Funding has been focussed in the research area, with minimal support for adaptation measures.

AusAID is currently in the process of scaling up climate change programs, which have been identified as a priority area in the 2007 *Environment Strategy for the Australian Aid Program*. AusAID estimates that around \$100 million will be spent on climate change related activities in 2007/08. This includes the \$32.5 million 'Climate Change Partnerships' program (primarily with the World Bank and other large international institutions) and \$27.5 million for the Global Initiative on Forests and Climate. The latter seeks to improve the management of tropical forests in partner countries such as Indonesia and to promote the planting of new forests.

Prior to the election, the Labor party committed an additional \$50 million a year over three years to fund climate change adaptation initiatives, with a priority on Pacific Islands and Timor Leste. This would lead to a climate change budget of around \$150 million in 2008/09. For Australia to meet its commitments, Make Poverty History has already called for a doubling of this amount to around \$300 million. This amount is part of an overall contribution to global adaptation costs in developing countries, of which Australia's 'fair share' is at least \$1.75 billion per annum.

² This amount refers to a calculation of Australia's per annum contribution to global adaptation costs for developing countries. Oxfam International (2007) Briefing Paper 104, 'Adapting to climate change: what's needed and who should pay'. Available at; <http://www.oxfam.org.au/campaigns/climate-change/docs/adapting-to-climate-change.pdf>

As the leading regional aid donor, it is incumbent upon Australia to play a leading role in helping our neighbours adapt to the adverse effects of climate change. Increased aid expenditure would support a comprehensive response on this issue, including bilateral programs, programs delivered through Australian and developing country NGOs and contributions to international facilities such as the UNFCCC Special Climate Change Fund and the Adaptation Fund. Priority areas for spending include:

- Targeted investment in local capacity to manage the economic, public health and other consequences of climate change;
- Expansion of existing disaster preparedness measures, including both partner country systems and Australian response capability;
- New livelihoods programs targeting resilience in the agricultural sector and alternative livelihoods for small producers whose farming becomes untenable;
- Development of a strategy to manage migration pressures in the event of significant displacement of peoples through climate change.

In addition, all elements of forward aid programming now need to take account of the likely impacts of climate change. At a minimum, this will ensure that programs do not inadvertently contribute to the causes of climate change or make communities more vulnerable to its effects.

5. Support for displaced populations

As recognised in Labor's Policy Discussion paper *Our Drowning Neighbours*, the Pacific Island nation of Tuvalu is expected to become uninhabitable because of rising sea levels over the coming decade, while other islands in the Pacific are also expected to be flooded. Already people in Kiribati and Vanuatu have had to relocate their homes due to rising seas, and the people of the Carteret Islands in Papua New Guinea are currently beginning the process of permanently evacuating their island homes as a result of sea-level rise. This is just the beginning of what will be large movements of people within our region due to the effects of climate change.

In the Labor Party's 2007 National Platform, Chapter 14 states that, as well as the continuation of the proposed long-range climate change prediction project and assistance for mitigation, adaptation and emergency response efforts, Labor will develop a Pacific Climate Change Strategy which will include:

- Assistance with intra-country evacuations when citizens have to be moved from low-lying areas to higher ground;
- Training to help the citizens of countries that have to be fully evacuated;
- Establishing an international coalition to accept climate change refugees when a country becomes uninhabitable because of rising sea levels, damage to coastal infrastructure or reduced food security and water supplies;
- Assistance to preserve the cultural heritage of those who are evacuated;
- Establishing a Pacific Climate Change Alliance to add greater momentum to global efforts to deal with climate change.

In order to take responsibility for our historical greenhouse emissions, Australia must develop and implement these policies. In addition Australia also needs to establish an immigration program with a quota for environmentally displaced populations which is additional to our current humanitarian quota. Funding for this should be additional to existing aid and immigration program funding, and resourced as early as possible to ensure government departments are able to provide timely and effective responses.

The implementation of these policies will need to cut across a number of government departments including the Department of Foreign Affairs and Trade and the Department of Immigration and Citizenship.

It must be noted that effective, appropriate and well-funded adaptation efforts and deep cuts in global emissions led by the developed countries most responsible for climate change will minimise the number of people who are displaced from their homes due to the impacts of climate change.

6. Technological transfer for a low emission future

Technology transfer provides an essential means of reducing poverty in developing countries, whilst simultaneously reducing greenhouse gas emissions. As identified in the *Garnaut Climate Change Review Interim Report* Australia's near neighbours:

'have exceptional opportunities to reduce carbon emissions and to expand output of renewable energy in various forms, which could be developed to mutual advantage³.'

This highlights the imperative and opportunity for the Australian Government to play a leading role in the development and transfer of appropriate technologies that support rapid poverty reduction *and* reduce global greenhouse emissions. The transferral of technologies that are reliable, equitable, and accessible for the world's poor can be effectively achieved through the following measures:

- Support for international mechanisms to ensure that developing countries gain access to technologies that they need, both to avoid emissions and to adapt to impacts of climate change;
- Ensure adequate technical and financial assistance to developing countries to access clean technologies for the efficient use and generation of energy from renewable sources;
- Commit to removing barriers to the sharing of clean technology with developing countries;
- Develop industry-wide programs to implement clean technologies and phase out old and dirty technologies. This could include assisting developing countries with the formulation of appropriate legislation and regulation that sets standards on emission reductions and compels those foreign companies doing business in developing countries to meet certain standards;
- Make technology transfer a condition of research funding, and of tax breaks provided to Australian companies and research institutions for research on certain types of technology.

Australia's leadership is also required to ensure that technology transfer is prioritised, and adhered to, in international agreements. An example of this is the establishment of concrete and ambitious measures to increase technology cooperation between Annex I and non-Annex I countries, in the fields of research, development and deployment.

³ Garnaut Climate Change Review (2008) Interim Report to the Commonwealth, State and Territory Governments of Australia, p.57.

7. Conclusion

In summary the Make Poverty History coalition asks that the Garnaut review recommends that Commonwealth, State and Territory governments implement the following measures:

1. Delivery of equitable emission reductions

- Establish a national framework for urgently reducing Australia's greenhouse gas emissions by at least 80% below 1990 levels by 2050, and by at least 30% by 2020, by socially equitable means;
- Ensure that Australia's greenhouse gas emissions peak no later than 2010;
- Work with other developed nations to ensure that burden sharing is equitable.

2. Just adaptation

- Contribute Australia's fair share to global adaptation costs in developing countries without diverting aid funding and assist developing countries to prepare for the unavoidable impacts of climate change.

3. An effective aid program

- Immediately double Australia's existing commitments to climate change to around \$300 million;
- Prioritise spending in the areas of capacity building, disaster preparedness, livelihoods programming, and migration;
- Take account of the likely impacts of climate change in all elements of forward aid programming.

4. Support for displaced populations

- Lead the development of regional and national responses to assist people displaced by climate change.

5. Technological transfer for a low emission future

- Play a leading role in the sharing of technology to reduce emissions, assist developing countries adapt to the unavoidable impacts of climate change, and allow for development to support rapid poverty reduction while minimising emissions.

MPH would be happy to provide further information on any of the issues raised in this submission.

Yours Sincerely



Andrew Hewett
MPH Co-Chair



Tim Costello
MPH Co-Chair

Make Poverty History coalition members include:

<p>Action Against Poverty Adventist Development and Relief Agency (ADRA) Australia Aidwatch Anglican Board of Mission Anglicord* Archbishop of Sydney's Overseas Relief and Aid Fund Assisi Aid Projects Australian Business Volunteers Austcare: World Humanitarian Aid Australian Conservation Foundation Australian Council for International Development (ACFID) Australian Doctors International Australian Education Union Australian Lutheran World Service Australian National Committee on Refugee Women Australian Relief and Mercy Services Australian Reproductive Health Alliance Australian Services Union (ASU) Australian Volunteers International Baptist World Aid Australia Burnet Institute CARE Australia Caritas Australia* Catholic Mission ChildFund Australia Christian Blind Mission International Comic Relief Credit Union Foundation Australia Engineers Without Borders Australia Fair Trade Association Australia and New Zealand Family Challenge Foundation for Development Cooperation Fred Hollows Foundation, The Friends of the Earth Australia</p>	<p>Greenpeace Australia Pacific HOPE (Householders for the Protection of the Environment) International Centre for Eyecare Education International Needs Australia International Women's Development Agency Jubilee Australia Marist Mission Centre Melbourne Catholic Commission for Justice, Development & Peace National Council of Churches in Australia Christian World Service Oaktree Foundation Open Door Mission Opportunity International Australia Oxfam Australia PALMS Australia Plan International Australia Quaker Service Australia RESULTS Australia Save the Children Australia Sense Foundation Sexual Health & Family Planning Australia TEAR Australia The 40K Home Foundation UNICEF Australia Union Aid Abroad—APHEDA Uniting Care Wesley Adelaide Uniting Church Overseas Aid United Nations Association of Australia United Nations Youth Association (UNYA) Water Aid Australia World Education Australia World Vision Australia YMCA Victoria ZeroPoint7</p>
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