Urban content in NDC 3.0

Pacific island countries: towns, settlements and resilient island communities

Update for COP31

This snapshot covers the **12 Pacific island countries** that have submitted an **NDC 3.0**, home to 99 per cent of the population of the 14 countries reviewed. It is part of UN-Habitat's *Urban Content in the NDC 3.0: Cities at Centre* series.



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Urban content in NDC 3.0. Pacific Regional Report

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An analysis of urban content in the NDC 3.0 was initially presented at COP30, which was updated with the 128 NDCs 3.0 submitted by 31 December 2025. This current report includes NDCs 3.0 submitted by mid-April 2026. The fact sheets and the regional snapshot draw on the UN-Habitat NDC urban content dataset (version 3), which holds passages extracted from the text of each NDC submission. The analysis covers the 12 Pacific island countries with an NDC 3.0 in the dataset: Fiji, Solomon Islands, Vanuatu, Micronesia (Federated States of), Marshall Islands, Naoero, Palau, Papua New Guinea, Niue, Samoa, Tonga and Tuvalu. Where the dataset holds an earlier plan for the same country, it is labelled NDC 2.0 and used as the comparison point. Eleven of the 12 have one. Niue does not, and its fact sheet shows no earlier grade. Some plans labelled NDC 2.0 are a country's first NDC (Palau's is dated 2016). Kiribati and the Cook Islands have no NDC 3.0 in the dataset and are outside the fact sheets.

We thank the Slovak Republic for their financial support.

We further thank the AI for Knowledge Initiative at UN-Habitat for developing the AI tool that forms the backbone of the analysis of this report.

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01

Key Messages

Increasingly, cities and towns are at the center of national climate plans in the Pacific.

- **Urban content is strengthening across the Pacific Nationally Determined Contributions (NDCs), although progress is uneven.** 8 of the 11 countries with comparable previous NDCs improved their urban content, with five - Fiji, Solomon Islands, Papua New Guinea (PNG), Vanuatu and Federated States of Micronesia (FSM) - reaching the highest tier, alongside significant gains in Marshall Islands, Tonga and Tuvalu.

- **Urban climate action is primarily entering NDCs through the systems that make cities and settlements function.** Transport is a leading entry point in all 12 NDCs, alongside waste, infrastructure and energy.

- **Urban adaptation is becoming more visible but remains predominantly infrastructure focused.** Emerging approaches in Solomon Islands, Papua New Guinea, Vanuatu, Nauru, Marshall Islands, Tonga and Tuvalu demonstrate opportunities to better connect infrastructure with housing, land, settlements, mobility and longer-term spatial development.

- **Housing and informal settlements transformation as entry point for climate change adaptation.** This was a priority identified at the Seventh Pacific Urban Forum, March 24-26, 2026, to address the underlying socio-economic vulnerabilities of Pacific communities and a key measure to protect them from flooding, heat and other extreme weather events which was not fully translated in the NDCs.

- **Urban-relevant action is more widespread than explicit urban framing.** This is particularly visible in FSM, Palau, Niue and Samoa and suggests that strengthening urban content can partly involve making the spatial and institutional dimensions of existing commitments clearer, rather than necessarily creating new commitments.

- **The next frontier is implementation.** Finance, technical and institutional capacity, data and project preparation remain recurring constraints, alongside the need to better connect national commitments with place-based delivery. The development of national and local NDC implementation strategies can articulate how to implement NDCs in towns and communities in PICTs and can more strongly articulate the necessary pathways beyond the confines of the NDCs.

- **Regional processes such as the Pacific Urban Forum, together with stronger Pacific engagement in global urban-climate processes, provide opportunities** to build partnerships, exchange implementation approaches and strengthen the connection between NDC ambition and delivery in cities, towns and settlements.

- **Multilevel climate governance will be critical to implementation.** Many NDC commitments ultimately depend on local governments, utilities, communities and other place-based institutions for delivery, yet their roles are not consistently reflected in national climate governance arrangements. Strengthening these connections is increasingly important as Pacific NDCs move from commitments towards implementation.

02

Regional Overview

12 of 14

Pacific island countries have submitted an NDC 3.0

5

plans in the highest tier (A+): Fiji, Solomon Islands, Micronesia, Papua New Guinea, and Vanuatu

8 of 11

improved their urban content grade on NDC 2.0

99%

of the 14 countries' population is covered by the 12 plans

Pacific Island Countries (PICs) are among the nations most exposed to the impacts of climate change, with climate risks increasingly intersecting with patterns of urbanization, population growth, infrastructure deficits and pressures on land, housing and basic services. **While levels and forms of urbanization vary considerably across the region, cities and towns play an increasingly important role in both climate change mitigation and adaptation**, including through transport, waste management, energy, water and sanitation, housing, infrastructure and land-use planning.

Against this background, the latest generation of Nationally Determined Contributions (NDC 3.0) provides an important opportunity to assess the extent to which urban areas and urban systems are being incorporated into national climate commitments across the Pacific, as well as how this has evolved from previous NDCs.

As of November 2026, 12 of the 14 Pacific Island Countries included in this analysis had submitted an NDC 3.0. **Five - Fiji, Solomon Islands, the Federated States of Micronesia (FSM), Papua New Guinea and Vanuatu - reached the highest tier for urban content under UN-Habitat's assessment methodology.** More broadly, eight of the twelve countries for which comparison with a previous NDC is possible have strengthened their urban content. Marshall Islands, Tonga and Tuvalu reach B+, Palau reaches C, while Niue and Samoa are assessed at D. Naoero remains within the well-developed urban-content category at B+, although this represents a decrease from A in its previous NDC.

Urban content rating from NDC 2.0 to NDC 3.0

Fiji	Melanesia	**D+ → A+**
Solomon Islands	Melanesia	**C+ → A+**
Vanuatu	Melanesia	**B+ → A+**
Micronesia (FSM)	Micronesia	**C → A+**
Marshall Islands	Micronesia	**D → B+**
Naoero	Micronesia	**A → B+**
Palau	Micronesia	**D → C**
Papua New Guinea	Melanesia	**A+ → A+**
Niue	Polynesia	**none → D**
Samoa	Polynesia	**D → D**
Tonga	Polynesia	**C → B+**
Tuvalu	Polynesia	**C+ → B+**

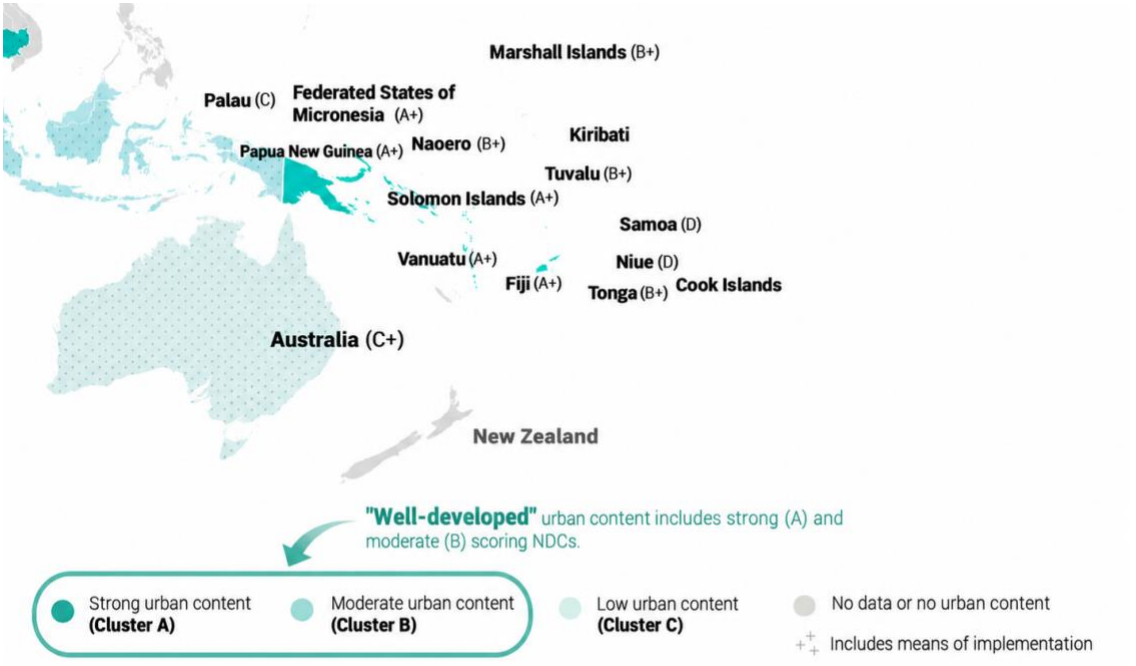
Ratings measure the presence of urban content in each plan (baseline, challenge, response and means of implementation), not the depth or ambition of the plan. Sector counts combine explicit and implied urban content in NDC 3.0; see the methodological annex. Source: UN-Habitat analysis of NDC 3.0 submissions (2026); population from dataset metadata. Pacific island countries exclude Australia and New Zealand.

The analysis provides an almost complete picture of the region. Kiribati and the Cook Islands had not submitted NDC 3.0s at the time of the analysis. The findings presented here should therefore be understood as a snapshot of the emerging NDC 3.0 landscape, to be updated as the remaining submissions become available.

The results should also be interpreted carefully. The assessment measures the presence of urban content across the NDC baseline, challenges, responses and means of implementation, rather than the overall ambition or quality of the NDC. In addition, the sectoral analysis considers both explicit urban content and implied urban content, recognizing that many measures affecting cities and settlements are presented through national infrastructure or sectoral programmes rather than explicitly described as urban; Naoero, for example is 100% urbanized but the methodology results in a B+ rating.

Taken together, the analysis points towards a positive regional trajectory. **Urban considerations are becoming more visible and, importantly, more concrete within the Pacific NDCs. At the same time, much of this progress continues to take place through sectoral commitments and individual projects rather than through an integrated urban climate framework.** The next step will therefore be to build on the significant progress already achieved by strengthening the links between national climate commitments, urban and territorial planning, local institutions, financing and implementation.

Geographical distribution of urban content in Pacific NDCs 3.0



The boundaries and names shown and the designations used on the maps do not imply official endorsement or acceptance by the United Nations.

Number of passages with urban or implied-urban content, by label and country

Bold outlined cells mark a country's three primary entry points. Draft with Papua New Guinea added, 9 November 2026.

Label	FJI	SLB	VUT	PNG	FSM	MHL	NRU	PLW	NIU	WSM	TON	TUV	Total
Climate risk													
Droughts	·	·	1	·	1	1	2	·	·	·	·	·	**5**
Floods	2	2	1	4	3	1	3	·	·	·	1	·	**17**
Heat & cold waves	·	·	1	·	·	1	1	·	·	·	·	·	**3**
Land degradation	·	·	1	·	·	·	·	·	·	·	·	·	**1**
Ocean acidification	·	·	·	·	·	2	·	·	·	·	·	·	**2**
Saltwater intrusion	·	·	·	·	3	1	·	·	1	·	·	·	**5**
Sea level rise	2	1	4	1	7	2	3	·	1	·	1	·	**22**
Storm events	1	·	2	1	6	·	1	·	3	·	2	·	**16**
Temperature rise	·	·	1	·	·	1	·	·	1	·	1	·	**4**
Vector-borne diseases	·	·	·	1	·	1	1	·	·	·	·	·	**3**
Wildfires	·	·	·	·	·	·	·	·	·	·	·	·	**0**
Adaptation													
Agriculture & food security	3	1	4	2	·	·	1	·	1	·	1	·	**13**
Coastal areas	2	1	1	6	2	1	1	1	·	·	4	1	**20**
Ecosystems & biodiversity	·	·	1	7	·	·	·	·	·	·	2	·	**10**
Housing	·	·	2	·	·	1	3	·	·	·	·	2	**8**
Human health	·	2	3	4	·	·	2	·	·	·	·	·	**11**
Industry	·	·	1	·	·	·	·	·	·	·	·	·	**1**
Informal settlements	1	·	2	·	·	·	·	·	·	·	·	·	**3**
Infrastructure	**9**	**5**	**27**	**41**	**21**	1	**22**	9	**6**	·	6	**4**	**151**
Water management	2	3	2	5	1	·	6	·	1	·	4	1	**25**
Mitigation													
Built environment	3	·	9	2	1	·	3	1	1	·	·	·	**20**
Energy	3	3	**11**	14	7	**4**	**15**	**12**	**5**	**4**	**7**	1	**86**
Green infrastructure	1	·	·	·	1	·	1	·	·	·	·	·	**3**
Housing	·	·	·	·	·	·	2	2	·	·	·	·	**4**
Industry	·	·	·	1	1	·	·	·	·	1	1	·	**4**
Land & urban expansion	·	·	·	·	·	·	·	·	·	·	·	·	**0**
Land use & forestry	1	2	·	·	2	·	·	3	·	·	3	·	**11**
Transport & mobility	**10**	**6**	**15**	**32**	**14**	**7**	**39**	**13**	**4**	**7**	**15**	**4**	**166**
Waste management	**16**	**4**	10	**28**	**15**	**3**	4	**20**	·	**2**	**18**	**3**	**123**
Water	3	·	2	4	·	1	2	5	·	·	·	·	**17**
Means of implementation													
Capacity building	3	3	6	·	1	·	3	4	2	1	6	1	**30**
Finance	2	4	18	1	·	2	5	1	1	2	5	1	**42**
Multilevel governance	2	1	1	2	1	·	·	·	1	·	3	·	**11**
Strategy	10	2	5	·	7	2	10	3	1	3	13	4	**60**
Technology	2	5	2	4	·	·	2	3	2	1	11	1	**33**

*Shading: 1–2, 3–5, 6–10, more than 10 passages. Country codes: FJI Fiji, SLB Solomon Islands, VUT Vanuatu, PNG Papua New Guinea, FSM Micronesia (FSM), MHL Marshall Islands, NRU Naoero, PLW Palau, NIU Niue, WSM Samoa, TON Tonga, TUV Tuvalu. A dot means no urban or implied-urban passage carries the label. Greenhouse gas labels are not shown. Source: UN-Habitat NDC urban content dataset v3. *Papua New Guinea is not yet in the dataset: its column was coded by hand from its NDC 3.0 (2025–2035) using the dataset's labels and should be read as indicative.*

Loss and damage: a national frame, not yet an urban one

Label	FJI	SLB	VUT	PNG	FSM	MHL	NRU	PLW	NIU	WSM	TON	TUV	Total
Loss and damage													
National	44	10	81	*n/c*	7	10	12	8	18	15	35	6	**246**
Urban or implied	3	·	2	1	2	·	·	1	4	·	2	·	**15**

National counts are all passages in the climate risk sheet tagged loss_and_damage, not filtered to urban content, shown for reference only. n/c: not counted for Papua New Guinea, because it requires coding every climate risk passage, not only urban ones; the national total therefore covers the 11 plans in the dataset. Urban or implied uses the same measure and shading as the table above.

03

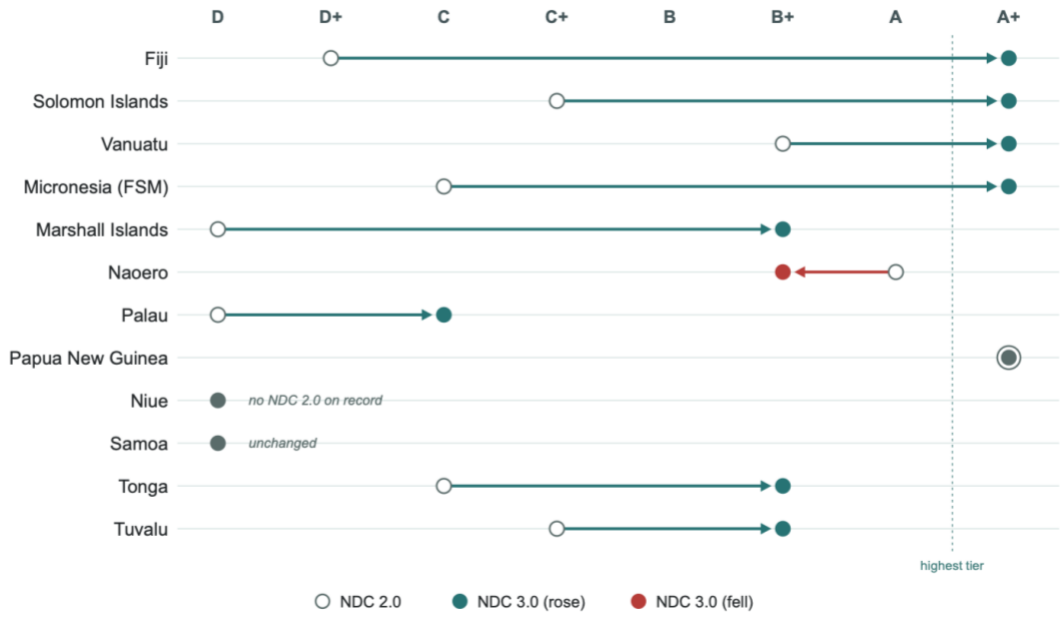
Emerging trends in the review of urban content in Pacific NDCs 3.0

Urban content has strengthened considerably across the latest generation of Pacific NDCs

One of the clearest findings from the regional analysis is the overall strengthening of urban content between successive generations of NDCs. Of the 11 countries for which comparison with an earlier NDC is possible, eight improve their urban-content grade. Fiji moves from D+ to A+, Solomon Islands from C+ to A+, FSM from C to A+, Vanuatu from B+ to A+, Marshall Islands from D to B+, Tonga from C to B+, Tuvalu from C+ to B+, and Palau from D to C. Papua New Guinea stays at A+ and Samoa remains at D, while Naoero moves from A to B+. Niue, for which no previous NDC is recorded in the analysis, is assessed at D.

More important than the ratings themselves, however, is the evolution in the nature of the urban content contained within the NDCs. Across several countries, there is evidence of a gradual shift from broad statements of intent towards **more concrete interventions, including named projects, quantified targets, sectoral strategies, investment pipelines and, in some cases, financing and implementation arrangements.**

Urban content rating, NDC 2.0 to NDC 3.0



Fiji provides a particularly clear example of this progression. While its previous NDC included commitments relating to resilient public infrastructure and informal settlement upgrading, these remained relatively broad, without named projects, city-level targets or financing mechanisms. NDC 3.0 introduces a number of more concrete urban interventions, including the Nadi flood alleviation project, methane capture at Naboro Landfill, energy-efficient wastewater treatment and methane capture at Kinoya in Suva, public transport electrification

and active mobility measures. Climate-risk assessments are also required for new infrastructure proposals, while revisions to the National Building Code seek to integrate both climate resilience and energy efficiency.

A similar evolution can be observed in Solomon Islands. Whereas the previous NDC focused predominantly on renewable energy in Honiara, NDC 3.0 explicitly recognizes unplanned urban growth, informal housing and settlements located on flood-prone land as factors increasing climate risk. It also introduces more concrete urban-relevant interventions across waste management, transport, water and sanitation, and infrastructure, including a financed landfill for Greater Honiara and proposed e-bus investments.

Vanuatu, meanwhile, builds on an already relatively strong urban foundation. Its latest NDC includes a Greater Port Vila Climate Vulnerability Assessment, a Port Vila Urban Greening Master Plan, urban housing finance, municipal planning responsibilities and quantified measures relating to waste, wastewater and transport.

Marshall Islands also demonstrates substantial progress, moving from D to B+. Its NDC now explicitly identifies Majuro and Ebeye and links these urban centres with energy efficiency and grid investments, waste infrastructure and the World Bank-supported Urban Resilience Project, while also recognizing climate-related movement from outer atolls towards urban centres.

Papua New Guinea maintains a strong A+ grade while changing how it addresses cities. The 2020 NDC identified rural-to-urban migration and gaps in urban water and sanitation. The 2026 NDC advances urban waste and sanitation planning, climate-resilient infrastructure and a draft National City Development Policy for the National Capital District. It calls for low-emission or electric bus fleets in key systems and improved urban mobility in major centres.

Importantly, the same broad transition is visible, although to different degrees, elsewhere in the region. Tonga moves from C to B+ and introduces more concrete transport, waste and spatial planning measures. Tuvalu moves from C+ to B+, with its long-term adaptation planning increasingly connecting the future of Funafuti with land creation, housing and infrastructure. Palau's improvement from D to C is driven by substantially greater project-level detail in waste, wastewater, transport and grid infrastructure, even though these measures are rarely explicitly framed as urban. Naoero, despite moving from A to B+, translates elements of its Higher Ground vision into named water, sanitation, waste, transport and resilient infrastructure projects.

At the other end of the spectrum, Niue and Samoa demonstrate that progress remains uneven. Their NDCs contain climate actions that are relevant to settlements and built environments, particularly through energy, transport and infrastructure, but the explicit urban framing remains limited.

Overall, this suggests an important transition across the region: urban climate considerations are increasingly moving from recognition towards implementation. While this transition is uneven across countries and sectors, the latest NDCs provide a considerably stronger foundation for connecting national climate ambition with investments in cities, towns and settlements.

Transport, waste management and infrastructure are the principal entry points for urban climate action

A second strong regional trend is that urban climate action is not necessarily presented under an explicit "urban" or "cities" heading. Instead, it is largely embedded within the sectors and services through which urban areas function.

Transport and mobility is the most consistent entry point across the region and is among the three largest urban sectors in all 12 NDCs assessed. Waste management is among the principal entry points in eight NDCs, while energy and infrastructure are among the principal entry points in another eight.

The aggregate analysis reinforces this pattern. Across the 12 NDCs, 166 passages containing explicit or implied urban content relate to transport and mobility, compared with 151 for infrastructure, 123 for waste management and 86 for energy.

The types of measures included are diverse. They range from electric buses, electric vehicles, walking and cycling infrastructure and public transport improvements, to landfill methane capture, waste-to-energy, recycling and composting, wastewater infrastructure, climate-proofed roads and ports, resilient public utilities and revisions to building standards. In several countries, these measures are already linked to specific projects or investment programmes.

The nature of these interventions varies considerably. Fiji combines bus electrification and active mobility with landfill and wastewater methane reduction and climate-resilient infrastructure. Solomon Islands identifies an e-bus system for Honiara alongside the Greater Honiara landfill and strengthened building standards. Vanuatu combines e-mobility, safe walking and cycling, resilient roads and buildings, municipal waste and wastewater, and energy investments. FSM connects public buses and ferries, electric and clean-fuel alternatives, walkways and bicycle lanes with municipal solid waste, wastewater and a major climate-resilient infrastructure pipeline. Marshall Islands links transport decarbonization with grid investments and waste upgrades in Majuro and Ebeye. Papua New Guinea identifies buildings and infrastructure, governance and capacity, and waste as the leading themes.

The pattern is equally visible in the remaining countries. Naoero's three largest entry points are transport, infrastructure and energy, with 39 passages identified for transport alone; its commitments include e-buses, e-bikes and public-fleet electrification alongside the Sustainable and Resilient Urban Development Project and climate-resilient port. Palau's urban-relevant content is concentrated in waste, energy and transport; Tonga has particularly strong transport and waste content; and Samoa's more limited urban-relevant content is similarly concentrated around transport, energy and waste. The pattern therefore holds even where explicit references to cities are limited.

This is particularly relevant in the Pacific context, where urban systems often extend beyond formally defined municipal boundaries and where infrastructure and services frequently serve both urban and surrounding communities. The analysis therefore suggests that strengthening urban content in Pacific NDCs does not necessarily require establishing a separate urban sector. Rather, there is already a substantial urban climate agenda embedded across transport, infrastructure, waste, energy, water and other sectors.

At the same time, there is room to better connect these sectoral commitments spatially and institutionally. Explicitly identifying where investments are taking place, which settlements and populations they serve, how different infrastructure systems interact, and which institutions are responsible for their delivery would help transform a collection of urban-relevant sectoral actions into more integrated urban climate pathways.

Urban adaptation is becoming more visible, but remains strongly infrastructure-focused

There has also been progress in recognizing the specific climate risks facing urban areas and settlements. **Across the latest NDCs, sea-level rise, flooding, storm events and other climate hazards are increasingly connected to infrastructure, settlements and urban populations, while several countries have begun to identify place-specific adaptation measures.**

Solomon Islands provides one of the clearest examples, explicitly recognizing the relationship between unplanned urbanization, informal housing and exposure to flood risk. Fiji identifies flood alleviation in Nadi and urban water supply, although its urban content remains weighted towards mitigation. Vanuatu goes further in connecting urban vulnerability assessment, land-use planning, housing and infrastructure through the Greater Port Vila Climate Vulnerability Assessment, Urban Greening Master Plan and Affordable and Resilient Settlements Project.

Papua New Guinea retains national targets to build or rehabilitate US$172 million in building and utility assets and US$1.2 billion in transport infrastructure to climate-resilient codes by 2030. Its latest plan explicitly includes urban and coastal infrastructure, vulnerability assessments around Port Moresby and urban planning guidance.

Marshall Islands links resilience interventions to Majuro and Ebeye through its Urban Resilience Project, while also explicitly recognizing the possibility that climate impacts will increase movement from outer atolls towards the country's urban centres. Naoero's Higher Ground Initiative provides another distinctive approach, linking land rehabilitation and higher-elevation development with resilient housing and critical infrastructure.

Tuvalu adds an important longer-term dimension to this picture. Its adaptation planning for Funafuti links land creation with the future location of population, housing, transport and essential services, demonstrating how urban development and national adaptation planning can become increasingly intertwined in highly exposed atoll contexts. Tonga similarly introduces spatial planning and relocation considerations alongside coastal resilience measures.

Nevertheless, the regional analysis also demonstrates that urban adaptation remains heavily weighted towards physical infrastructure. Infrastructure accounts for 151 urban or implied-urban passages in the adaptation analysis, compared with eight for housing, seven for human health and only three for informal settlements. Samoa is particularly notable in this respect: while its previous NDC identified flood exposure in Apia, the latest NDC contains little explicit urban adaptation content. Niue similarly contains climate-resilient infrastructure measures but does not explicitly articulate an urban adaptation agenda.

This represents an important opportunity for the next stage of NDC implementation and future NDC revisions. **While resilient infrastructure is fundamental to climate adaptation across the Pacific, urban vulnerability is also shaped by access to adequate housing and basic services, land and tenure arrangements, informal and peri-urban development, ecosystem degradation, poverty and inequality, population mobility and the institutional capacity to manage rapidly changing settlements.**

A broader approach to urban adaptation could therefore build on the strong infrastructure foundations already present in many NDCs while more systematically integrating housing, informal settlements, land-use planning, nature-based solutions, health, water and sanitation, displacement and mobility, and the particular vulnerabilities of underserved urban and peri-urban communities.

Urban-relevant action is often stronger than explicit urban framing

An important finding emerging from the analysis is the distinction between the amount of climate action that is relevant to urban areas and the extent to which that action is explicitly understood or presented as urban.

FSM illustrates this particularly clearly. Explicit references to urban areas remain relatively limited, but the NDC contains substantial commitments relating to infrastructure, transport, waste and public utilities that directly affect towns and settlements. The country's A+ tier therefore reflects the presence of a broad range of urban-relevant measures rather than a specifically city-focused climate strategy.

A similar issue is visible in Palau, where approximately 79 per cent of its population is urban, yet the NDC uses an explicit urban framing only once, for sidewalks and bicycle lanes in Koror. At the same time, detailed commitments exist for waste, wastewater, transport and grid infrastructure, which are described primarily as national infrastructure rather than urban services.

Similar dynamics are visible in Niue and Samoa, where climate actions relevant to settlements are largely embedded within national energy, transport, infrastructure and waste commitments rather than explicitly framed through an urban lens. Tonga and Tuvalu sit somewhere between these approaches: both contain important place-specific interventions, particularly in Nuku'alofa and Funafuti, while much of their wider urban-relevant content remains sectorally framed.

Naoero presents a different conceptual challenge. As 100 per cent of its population is classified as urban, national measures are effectively also urban measures; and, the latest NDC contains extensive urban water, sanitation, waste and transport projects, even though it is less explicit than the previous NDC in articulating the underlying urban problem to which these investments respond.

Papua New Guinea reaches A+ with 15.8 per cent of its population living in urban areas in 2025. It explicitly identifies major urban centres for waste and sanitation planning and the National Capital District for city policy. Its broader governance arrangements operate largely through provinces and wards.

More broadly, the analysis finds no straightforward relationship between a country's level of urbanization and the strength of explicit urban content in its NDC. None of the four countries in which more than 60 per cent of the population lives in urban areas - Naoero, Palau, Marshall Islands and Tuvalu - reaches the highest tier, while the five countries that do reach the highest tier have urbanization levels ranging from approximately 22 to 60 per cent.

This suggests that there is considerable scope to strengthen urban climate action without necessarily creating entirely new commitments. In many cases, relevant interventions already exist within the NDC. The opportunity is to make their urban and spatial dimensions more explicit, including by identifying the cities and settlements concerned, linking sectoral interventions to urban development patterns and climate risks, and clarifying how national commitments translate into action at the local level.

Multilevel climate governance remains a key area for strengthening

While urban-relevant measures are increasingly visible across the region, the institutional arrangements required to translate national commitments into local implementation are less consistently articulated.

Across all 12 NDCs, only 11 urban or implied-urban passages were identified under multilevel governance, compared with 60 relating to strategy and planning, 42 to finance and 30 to capacity building. This does not mean that subnational institutions are absent from NDC implementation, but rather that the connection between national climate commitments and local delivery is often not clearly established within the NDC itself.

In Fiji, for example, local government participated in technical working groups and subnational consultations during the preparation of NDC 3.0, but the NDC does not describe a standing mechanism connecting national targets with local delivery. This is particularly important given that many of the actions contained within the NDC - including waste management, transport, drainage, infrastructure, water and aspects of land-use planning - ultimately require implementation within specific cities and settlements.

At the same time, several countries provide useful examples of emerging approaches. Vanuatu's provides for direct climate financing to the subnational level, vulnerability assessments across 72 Area Councils and implementation building on municipal, ward and Area Council climate plans. FSM similarly connects national transport planning with State Action Plans and identifies state-level requirements as representing a substantial share of overall financing needs.

Solomon Islands identifies roles for provincial governments and community regulation in waste management outside Honiara, while Marshall Islands identifies coordination with local governments and a broader group of traditional, civil society, youth and private-sector stakeholders. Tonga'smemerging spatial planning framework and Tuvalu'scommunity-level financing and implementation arrangements provide additional examples of how national commitments can begin to connect with territorial and local priorities.

Papua New Guinea is developing provincial adaptation and climate-resilient green growth plans, with Provincial Climate Change Coordination Committees helping connect national priorities and local needs. Climate change becomes a provincial performance indicator under service agreements from 2027, and ward-level plans carry climate action. The National Capital District Commission has an explicit role in waste, while its draft city development policy provides a potential route for clarifying urban delivery roles across sectors.

These examples provide a useful basis for further regional exchange. In particular, strengthening multilevel climate governance could help clarify the respective roles of national ministries, local governments, utilities,

communities and other delivery institutions; connect NDC commitments with local and urban planning processes; and establish clearer pathways through which climate finance can reach locally identified priorities.

At the same time, the appropriate model will not be the same across all PICs. In countries such as Naoero and Niue, the distinction between national and local delivery is fundamentally different from that of Fiji or Solomon Islands. The objective should therefore not be to impose a uniform municipal governance model, but rather to clarify which institutions are responsible for place-based implementation, how national targets connect with local and community priorities, and how finance and technical support can reach the level at which implementation occurs.

These findings also reinforce messages emerging through the Pacific Urban Forum process, where Pacific governments, local authorities and urban stakeholders have increasingly emphasized the need to better recognize the role of cities, towns and settlements within national and regional development and climate agendas. In this context, strengthening multilevel climate governance is not only a question of institutional coordination, but of creating clearer pathways through which national climate commitments can respond to locally identified priorities and be implemented through the institutions responsible for urban development and basic service delivery.

The challenge is increasingly shifting from NDC formulation to implementation

As Pacific NDCs become more detailed and implementation-oriented, the remaining constraints identified through the analysis increasingly relate not only to the content of the NDCs themselves, but also to the conditions required for delivery.

Access to finance is one of the most consistent challenges. Many urban-relevant measures remain conditional on external support, reflecting the scale of investment required relative to national fiscal capacity. Fiji, Solomon Islands, Vanuatu, FSM and Marshall Islands all identify financing constraints or significant dependence on international climate and development finance. In FSM, for example, adaptation accounts for US$1.162 billion, or 82.9 per cent of the plan's identified investment need, while transport, waste and public utility measures remain conditional on support. All PNG targets depend on adequate, predictable and accessible international finance, technology transfer and capacity building.

The same issue is visible across the other NDCs. Naoero's resilient education infrastructure, sewerage and waste-recovery measures remain conditional on external resources. Tonga has increasingly costed transport and waste interventions but still needs to connect these priorities with financing sources, while Samoa's transport transition and Tuvalu's waste, transport and adaptation measures similarly depend on international finance, technology and capacity.

Technical and institutional capacity is another recurring constraint. Fiji identifies shortages of local specialists; FSM identifies limited technical capacity and data gaps; Solomon Islands identifies substantial capacity, technology and financing needs in waste management; and Vanuatu highlights inadequate resources for operation and maintenance after infrastructure has been constructed. Niue, meanwhile, illustrates an earlier implementation challenge, with several urban-relevant measures remaining at the stage of developing frameworks, assessments or interventions rather than defined projects.

Urban data and monitoring also remain relatively weak. City- and Town-level emissions baselines are generally absent, limiting the ability to understand the contribution of urban areas to national emissions and to monitor the impacts of urban mitigation interventions. In Solomon Islands, for example, neither NDC generation includes city-level emissions data.

In addition, the sustainability of infrastructure investments after construction remains an important consideration. Vanuatu explicitly identifies inadequate resources for operation and maintenance as a constraint affecting existing infrastructure, highlighting the importance of considering not only capital

investment but also the institutional and financial arrangements required to maintain climate-resilient infrastructure over time.

Taken together, these findings suggest that the regional conversation is increasingly moving from whether urban issues are reflected in NDCs towards how increasingly urban-relevant commitments can be implemented. This will require continued work to translate national targets into costed and spatially defined programmes, strengthen project preparation and investment pipelines, build institutional and technical capacity, improve urban data systems and ensure that local governments and other subnational actors have the mandates, resources and capacity required to contribute to implementation.

The shift from NDC formulation to implementation also needs to be understood within the wider regional climate agenda. Pacific Island Countries are increasingly bringing urbanization and locally grounded implementation into regional and international climate discussions, including through the Pacific Urban Forum and engagement in the COP Ministerial Meeting on Urbanization and Climate Change. This creates an important opportunity to connect the stronger urban content emerging in NDC 3.0 with a wider implementation agenda focused on finance, capacity, project preparation and delivery at the local level.

Looking ahead: from stronger urban content to locally implementable climate action

The latest generation of Pacific NDCs provides a considerably stronger foundation for urban climate action than previous submissions. The overall direction is positive: urban content has increased across most countries assessed, commitments are becoming more concrete, and cities and settlements are increasingly visible through investments in transport, waste management, infrastructure, energy, water and resilience.

At the same time, the analysis highlights considerable variation in how this urban agenda is expressed. Fiji, Solomon Islands, Vanuatu and Marshall Islands increasingly identify particular cities, settlements and urban risks alongside concrete interventions. FSM contains extensive urban-relevant measures but fewer explicit references to cities. Nauru demonstrates how national and urban climate action can substantially overlap in a fully urban island state. Palau, Niue and Samoa show that significant infrastructure and sectoral measures may remain largely disconnected from an explicit urban framing, while Tonga and Tuvalu demonstrate emerging connections between climate action, spatial planning, long-term adaptation and the future development of key population centres.

Considering the above, the next phase should not focus only on adding more references to cities or urban areas. In many cases, the underlying urban-relevant actions already exist. Rather, the opportunity is to strengthen the connections between these actions: between mitigation and adaptation; between infrastructure and patterns of urban growth; between national targets and local planning; and between climate commitments, investment pipelines and the institutions responsible for implementation.

There is also an opportunity to broaden the urban adaptation agenda beyond infrastructure alone, particularly by strengthening attention to housing, informal settlements, peri-urban development, land and tenure, basic services, ecosystems and the social dimensions of vulnerability. This is particularly important in a Pacific context where rapid urban growth, climate-induced mobility and constrained land availability increasingly interact with existing deficits in infrastructure, housing and services.

Stronger multilevel climate governance will be important to move from national ambition to implementation. Local governments, utilities and communities already play important roles in many of the sectors prioritized within NDC 3.0, even where these roles are not explicitly reflected in national climate governance arrangements. Better connecting these actors with national climate planning, financing and monitoring frameworks could therefore help accelerate implementation while ensuring that national commitments respond to locally identified priorities.

Papua New Guinea's NDC provides three practical starting points for implementation: applying climate-resilient codes alongside vulnerability assessments, connecting urban waste and sanitation planning with emissions monitoring, and giving urban authorities a defined role in provincial and local climate delivery. The draft city development policy provides a route for coordinating these actions in the National Capital District and considering their application in other towns.

Finally, the findings presented here remain an emerging rather than complete regional picture. Kiribati and the Cook Islands had not submitted NDC 3.0s at the time of the analysis. The analysis should therefore be revisited as the remaining NDCs become available.

Nevertheless, the existing submissions already demonstrate a clear opportunity to move from stronger urban content towards a more integrated approach to urban climate action in the Pacific: one in which national climate commitments are increasingly translated into financed, spatially grounded and locally implementable actions across cities, towns and settlements.

Regional platforms can help support this transition. The Pacific Urban Forum provides an established space for Pacific governments, local authorities, communities, development partners and other urban stakeholders to identify shared priorities and exchange approaches to implementation, while Pacific engagement in global processes such as the COP Ministerial Meeting on Urbanization and Climate Change provides an opportunity to bring these priorities into the international climate agenda. These processes could increasingly be used to connect the urban priorities emerging from NDCs with implementation partnerships, technical support and climate finance.

04

Annex: Country Fact Sheets

Country fact sheets follow the snapshot (NDC 2.0 to NDC 3.0), in the order below, along with a methodological note and a deep dive on the loss and damage dimension of the analysis:

Fiji	**D+ → A+**
Solomon Islands	**C+ → A+**
Vanuatu	**B+ → A+**
Micronesia (FSM)	**C → A+**
Marshall Islands	**D → B+**
Naoero	**A → B+**
Palau	**D → C**
Papua New Guinea	**A+ → A+**
Niue	**none → D**
Samoa	**D → D**
Tonga	**C → B+**
Tuvalu	**C+ → B+**
Methodological Note	
Loss and damage: a national frame, not yet an urban one	

Ratings measure the presence of urban content in each plan (baseline, challenge, response and means of implementation), not the depth or ambition of the plan. Sector counts combine explicit and implied urban content in NDC 3.0; see the methodological annex. Source: UN-Habitat analysis of NDC 3.0 submissions (2026); population from dataset metadata. Pacific island countries exclude Australia and New Zealand.

Fiji

Urban climate planning| NDC 3.0 fact sheet

933,155
Total population

59.5%
Share living in urban areas

US$6,426
GDP per capita

Oceania · Melanesia
Upper middle income
SIDS

Score overview

NDC 2.0 — 2020

D+

No or minimal urban content

→

NDC 3.0 — 2025

A+

Highest tier

Fiji's 2025 national climate plan reached the highest tier for urban content, a step-change from its 2020 submission, which contained minimal urban specifics and no city-level targets.

The tier rests on named urban projects in Nadi and Suva and on waste and transport commitments. Urban content is weighted towards mitigation; urban adaptation is limited to flood alleviation in Nadi and urban water supply.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2020

Where it started

- **Infrastructure pledges had no projects behind them.** The plan pledged cyclone- and flood-resilient public infrastructure and informal settlement upgrading, without named projects, city-level targets or financing mechanisms.
- **Risk and resilience stayed at the level of intent.** Multi-hazard risk assessments and climate-resilient human settlements were priorities, but not actionable commitments.
- **Mitigation was economy-wide.** Energy efficiency and electricity generation led. Transport was referenced, with no urban or city-level emissions breakdown.
- **Local government had no delivery link.** Local bodies appeared as stakeholders for natural resource management, with no formal mechanism connecting national targets to sub-national delivery.

NDC 3.0 · 2025

What's new

- **Named urban infrastructure projects.** A flood alleviation scheme for Nadi, home to Fiji's international airport, methane capture at the Naboro Landfill, and energy-efficient waste-water treatment with methane capture at the Kinoya plant in Suva.
- **Waste becomes a primary urban mitigation theme.** Quantified methane targets for landfill and waste-water, a National Solid Waste Management Strategy, and a container deposit scheme across urban, rural and maritime regions.
- **Transport de-carbonization is expanded.** Public bus electrification, EV incentive schemes, cycling and active mobility infrastructure, and a National Transport De-carbonization Implementation Strategy.
- **Infrastructure is risk-tested and re-coded.** Climate risk assessments are required for all new infrastructure proposals, and the National Building Code is revised to embed energy efficiency and climate resilience.
- **Urban water supply is committed.** Reliable 24/7 safe water for urban and rural areas, aligned to the Water Authority of Fiji's Water Sector Strategy 2050.

Primary sectoral entry points

Fiji's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

16

Waste management

Methane capture at the Naboro Landfill, Fiji's only sanitary landfill, waste-water treatment with methane capture at Kinoya in Suva, a National Solid Waste Management Strategy by 2035, and a container deposit scheme.

10

Transport & mobility

Electrified public bus fleets, replacement of old buses and minibuses, scrappage schemes for taxis and private cars, cycling and e-bike infrastructure, and a Transport De-carbonization Implementation Strategy.

9

Infrastructure

The Nadi flood alleviation project, climate risk and resilience assessments for all new infrastructure proposals, a revised National Building Code, and investment in climate-resilient roads, ports, jetties and drainage.

Secondary entry points

Strategy & planning (10), which describes how the plan is made rather than what it delivers · Agriculture & food security (3) · Water (3) · Built environment (3) · Energy (3) · Capacity building (3) · Sea level rise (2)

Coordination mechanisms

NDC 3.0 was developed by the Department of Climate Change (DoCC) in the Ministry of Environment and Climate Change (MECC), through technical working groups, sub-national consultations and inter-ministerial review.

- **Legal anchor:** the Climate Change Act 2021. NDC 3.0 commits to ministerial guidelines that integrate climate into decisions (Section 20), climate expenditure detail in budget submissions (Section 26) and risk assessments for all new infrastructure proposals (Section 71).
- **Plans still to be developed:** an Energy Master Plan, a Transport De-carbonization Implementation Strategy, a Low-carbon Maritime Transport Roadmap, a Costed Implementation Plan and a National Climate Finance Strategy.
- **Sub-national link:** local government sat on the technical working groups, and consultations used Talanoa dialogue. No standing mechanism for local delivery is described.

The plan names its own gaps: the Costed Implementation Plan and National Climate Finance Strategy are still to be developed, and it reports a critical shortage of local specialists.

From the NDC — in their own words

On waste management:

> *"To expand waste-water treatment coverage in Suva by implementing energy-efficient waste-water treatment with CH4 capture in Kinoya, aiming to reduce emissions from waste-water treatment by 30 GgCO2e, equivalent to 1 GgCH4 per year by 2035."*

On transport & mobility:

> *"Promoting a transport mode change, increasing the appeal of public transport, and promoting bicycle and e-bike use through initiatives and the development of adequate infrastructure."*

On infrastructure:

> *"Fiji is in the process of implementing a major flood alleviation project for Nadi town, the main tourism centre and home to Fiji's international airport …"*

What this signals — and what remains to be done

The NDC 3.0 is a substantially more detailed plan, with named projects and quantified targets. Delivery depends on closing three gaps: finance, local capacity and city-level planning.

Financing

As a SIDS, Fiji relies heavily on international climate finance. Most conditional targets, including methane capture at the third stage of Naboro Landfill, remain unfunded.

Implementation capacity

The NDC reports a critical shortage of local specialists, including microgrid and hydro engineers, and calls for professional training programmes.

Sub-national

Mechanisms for local governments to turn national targets into city action plans are absent, and city-level emissions tracking is not yet addressed.

Solomon Islands

Urban climate planning| NDC 3.0 fact sheet

838,646
Total population

31.3%
Share living in urban areas

US$1,934
GDP per capita

Oceania · Melanesia
Lower middle income
LDC · SIDS

Score overview

NDC 2.0 — 2021

C+

Low urban content

→

NDC 3.0 — 2025

A+

Highest tier

Solomon Islands' 2025 national climate plan reached the highest possible rating for urban climate content, A+, up from C+ in 2021.

The tier rests on urban risk, named urban projects and delivery commitments. Unplanned urbanization is named as a climate risk driver, and a financed landfill for greater Honiara is in design. Several transport and infrastructure items remain at concept stage.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2021

Where it started

- **One focus: renewable energy in Honiara.** Targets for Honiara, including a 100 per cent renewable energy commitment by 2030.
- **Cities named in passing.** No account of why urban areas face distinct climate risks.
- **Governance centred on energy.** Commitments coordinated ministries around the energy agenda.
- **No concrete urban projects.** None financed or in development.

NDC 3.0 · 2025

What's new

- **Unplanned urban growth is named as a risk driver.** Squatter settlements and informal housing on flood-prone land are described as climate risks.
- **A financed project: the Honiara landfill.** A new landfill with methane capture, currently in design.
- **Urban transport commitments.** An e-bus system for Honiara and clean outboard motors for coastal communities.
- **Water, sanitation and building standards.** The National Water Resources and Sanitation Policy (WATSAN) extended to urban communities, and a new National Building Standard Bill awaiting approval.
- **Governance deepened.** Solid waste legislation is being updated and provincial planning is included.

Primary sectoral entry points

Solomon Islands' NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

6

Transport & mobility

An e-bus system for Honiara sits among the additional measures. The plan states that no systematic land transport mitigation projects exist yet, and three concept-stage projects need finance and capacity.

5

Infrastructure

A National Building Standard Bill awaiting approval, climate proofing of built infrastructure with support needs not yet quantified, and concept-stage adaptation projects needing SBD 98 million (USD 11.7 million).

4

Waste management

A financed landfill for greater Honiara with gas extraction, five to eight climate-resilient controlled landfills depending on the measures adopted, and the National Waste Management and Pollution Control Strategy 2017 to 2026.

Secondary entry points

Technology & innovation (5) · Climate finance (4) · Water management (3) · Energy (3) · Capacity building (3) · Flood risk (2) · Human health (2)

Coordination mechanisms

The plan places solid waste under the Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM) and provincial governments, and lists projects in the NDC Investment Plan and the National Infrastructure Priority Pipeline 2023.

- **Legal base:** solid waste is regulated under the Environment Act (Amended) 1998, is being revised under the Environment Bill 2023, and follows the National Waste Management and Pollution Control Strategy 2017 to 2026, administered by MECDM.
- **Sub-national link:** waste management outside the capital area falls under provincial and community regulation. 82 per cent of the population lives outside Honiara.
- **Investment pipeline:** the pipeline includes the new Honiara landfill and provincial landfill planning; the NDC Investment Plan lists concept-stage transport and adaptation projects.
- **Water and sanitation:** WATSAN 2017 guides urban and rural water and sanitation, and the plan says significant additional support is needed for urban access.

The plan names its own gaps. The National Adaptation Plan is expected by 2028, and the solid waste sub-sector is described as in desperate need of capacity building, technology assistance and financing.

From the NDC — in their own words

On transport & mobility:

> *"As of 2025, there are no systematic land transport projects for GHG mitigation implemented in the Solomon Islands, but the NDC Investment plan highlights three concept-stage projects within these actions …"*

On infrastructure:

> *"Though it is noted that a new National Building Standard Bill is in the process of approval which will help strengthen regulation and resilience in the built environment."*

On waste management:

> *"A new landfill for the greater Honiara area is financed and currently in the design and later implementation stage, and will include a landfill gas extraction and utilisation system to reduce methane emissions."*

What this signals — and what remains to be done

The NDC 3.0 is a stronger plan than its predecessor, broader in sector coverage, more concrete in commitments and more explicit about urbanization risk. Three areas warrant attention.

Financing

The NDC is explicit: as a Least Developed Country, Solomon Islands cannot fund these commitments alone. Delivery depends on international support being mobilized at scale.

Adaptation programming

Climate risks to urban areas are now clearly articulated. The National Adaptation Plan, expected by 2028, is where these risks need to translate into specific urban programmes.

Emissions tracking

Neither NDC version includes city-level emissions data. Adding an urban emissions baseline in future revisions would strengthen national targets and improve accountability.

Vanuatu

Urban climate planning | NDC 3.0 fact sheet

335,169
Total population

22.3%
Share living in urban areas

US$3,411
GDP per capita

Oceania · Melanesia
Lower middle income
SIDS

Score overview

NDC 2.0 — 2022

B+

Well-developed urban

→

NDC 3.0 — 2025

A+

Highest tier

Vanuatu's 2025 national climate plan reached the highest tier for urban content, one step above the B+ of its 2022 plan. The earlier plan already named urban vulnerability and municipal waste and waste-water projects.

NDC 3.0 adds emissions figures and financing routes for those projects, and a Port Vila vulnerability assessment. Explicit urban passages fell from 42 to 27 while the plan grew far longer, so urban content is now a smaller share of the whole.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2022

Where it started

- **Urban vulnerability was named.** Urban and peri-urban residents were described as increasingly vulnerable, especially the urban poor, and urban areas as growing rapidly.
- **Municipal waste and waste-water had projects.** Waste-to-energy plants for Port Vila, Luganville and Lenakel, composting, recycling in Port Vila and a centralized waste-water system, all by 2030.
- **Transport was e-mobility.** E-buses for 10 per cent of public buses, government e-cars and 1,000 e-bikes or e-rickshaws by 2030.
- **Municipal governance was an aim.** Decentralization and municipal development were to build on municipal, ward and area council climate plans.

NDC 3.0 · 2025

What's new

- **Port Vila is assessed and planned.** A Greater Port Vila Climate Vulnerability Assessment and a Port Vila Urban Greening Master Plan with climate resilience planning.
- **Urban waste projects carry emission figures.** Waste-to-energy plants for Port Vila, Luganville and Lenakel, and a centralized waste-water system for the Port Vila municipal area, each with a stated reduction of 148.5 kt CO2 eq.
- **Urban housing finance appears.** A World Bank Affordable and Resilient Settlements Project of US$25 million subsidizes housing costs for low-income earners and may enable resettlement of vulnerable urban populations.
- **Municipal planning powers are named.** Local and municipal planning authorities are to enact and enforce land use planning laws, and financing options for the Port Vila waste-water plant include a publicprivate partnership.
- **Transport moves to 2035.** E-buses, e-cars and 1,000 e-bikes or e-rickshaws by 2035 (26.1 kt CO2 eq), plus safe walking, cycling and micro-mobility financed through small concessional municipal loans.

Primary sectoral entry points

Vanuatu's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

27

Infrastructure

Climate-proofed building codes for public buildings and major infrastructure, the 2023 Road Design Guide, the South Paray wharf in Port Vila completed in 2025, and resilient roads and schools.

15

Transport & mobility

E-buses for 10 per cent of public buses, e-cars for 10 per cent of the government fleet and 1,000 e-bikes or e-rickshaws by 2035, safe walking and cycling, and green ports.

11

Energy

Solar PV and battery storage for the Luganville grid (9.3 kt CO2 eq), air-conditioning temperature guidelines for government, commercial and institutional buildings, and at least 10 new green buildings.

Secondary entry points

Climate finance (18), which describes how the plan is funded rather than what it delivers · Waste management (10), where the named municipal projects sit · Built environment (9) · Capacity building (6) · Sea level rise (4) · Agriculture & food security (4) · Human health (3)

Coordination mechanisms

The plan is implemented in close coordination with line ministries, including Lands, Infrastructure and Public Utilities, Education, Health and Agriculture, with the National Advisory Board on Climate Change and Disaster Risk Reduction (NAB) as the highest-level policy body.

- **National oversight:** the NAB convenes all ministries, the private sector and civil society and is the focal point for the Country Platform. The Climate Change Act lists its members, including the Directors of Climate Change, Meteorology, Geological Hazards and Forestry.
- **Sub-national link:** for the first time, direct climate financing flows to the sub-national level, letting Area Councils act on communityidentified risks. Vulnerability assessments cover 72 Area Councils.
- **Municipal delivery:** the plan commits to expanding decentralization and a renewed focus on municipal development, building on municipal, ward and area council climate plans.

The plan names its own gap. The government funds little infrastructure from domestic revenue, and most infrastructure is compromised by inadequate resources for operation and maintenance.

From the NDC — in their own words

On infrastructure:

> *"The South Paray domestic wharf in Port Vila was completed in 2025 and was fully engineered to future climate projections, including cyclone and sea level rise."*

On transport & mobility:

> *"Vanuatu commits to expanding the access to and use of Electric Vehicles (e-mobility): by 2035 (a) Introduce e-buses for public transportation (10% of total public buses) …"*

On energy:

> *"Vanuatu commits to augmenting with solar PV and battery storage the capacity of the VUI Luganville Grid, thereby reducing emissions by 9.3 kt CO2 eq overall."*

What this signals — and what remains to be done

The NDC 3.0 moves urban content from named projects to quantified and financed measures. Three gaps stand out for delivery.

Financing

Development partner grants and concessional loans have been the main source of infrastructure finance, and the plan relies on concessional MDB and climate fund loans for waste-to-energy, waste-water and charging assets.

Operation and maintenance

The plan says infrastructure is compromised by inadequate resources for operation and maintenance once assets are deployed, which puts the new projects at the same risk.

Municipal delivery

Port Vila, Luganville and Lenakel carry the named projects, but delivery through municipal, ward and area councils depends on decentralization the plan describes as still expanding.

Micronesia (Federated States of)

Urban climate planning | NDC 3.0 fact sheet

113,683
Total population

22.5%
Share living in urban areas

US$4,166
GDP per capita

Oceania · Micronesia
Lower middle income
SIDS

Score overview

NDC 2.0 — 2022

C

Low urban content

→

NDC 3.0 — 2025

A+

Highest tier

FSM's 2025 national climate plan reached the highest tier for urban content, up from C in 2022, when the urban thread was almost entirely roads, ports and airports.

Explicit references to urban areas are few. Most of the urban content is infrastructure, transport and waste that serves towns and outer islands alike, so the tier reflects the presence of urban-relevant measures more than a city-focused strategy.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2022

Where it started

- **Transport infrastructure was the urban thread.** Climate-proof all major island ring roads, airport access roads and arterial roads, and major ports, by 2030, under the Pave the Nation Program.
- **Coastal exposure was described, not urban risk.** Most people and core infrastructure, including schools, health facilities, ports and airports, sit near the coast.
- **Mitigation centred on distributed energy.** Solar was framed as a way to avoid future adaptation costs of moving utilities out of lowlying areas.
- **Cities were an aspiration.** The plan referred to sustainable cities and communities through reliable transport and fewer disruptions from severe events.

NDC 3.0 · 2025

What's new

- **Transport mitigation enters for the first time.** A National Master Transport Plan, more public buses and ferries, electric and clean fuel alternatives, and walkways and bicycle lanes for a more livable urban community.
- **Municipal waste and waste-water are targeted.** Better collection and treatment to cut methane, landfill management, diversion of organic waste and a circular economy policy.
- **Infrastructure is planned as a pipeline.** Infrastructure Development Plans for 2025 to 2034, endorsed by Congress in January 2025, set a need of US$1,402.4 million across energy, transport, water, waste and health.
- **Utilities and buildings are climate-proofed.** Electricity, water, waste-water and public transport systems and new infrastructure are to be climate-proofed through national building codes.
- **Port proofing runs to 2035.** 100 per cent of major ports climate-proofed by 2035, with land transport corridors and airports also targeted.

Primary sectoral entry points

FSM's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

21

Infrastructure

Climate-proofing of roads, ports, airports and public utility systems through national building codes, with climate-resilient infrastructure the largest single need at about US$643.7 million.

15

Waste management

Municipal solid waste and waste-water collection and treatment, landfill upgrades, diversion of organic waste to composting, a 10 per cent cut in waste generation and a circular economy policy.

14

Transport & mobility

A National Master Transport Plan, more public buses and ferries, electric and clean fuel alternatives, and walkways and bicycle lanes. All are conditional on support.

Secondary entry points

Sea level rise (7) · Energy (7) · Strategy & planning (7) · Storm events (6) · Saltwater intrusion (3) · Flood risk (3) · Coastal areas (2)

Coordination mechanisms

Climate governance sits with the Department of Environment, Climate Change and Emergency Management (DECEM), which oversees national climate policy, environmental management and disaster risk response.

- **Legal base:** the Climate Change Act (2013) mandates integrating climate action across ministries. DECEM leads implementation, though institutional capacity is limited and funding fragmented.
- **Infrastructure:** the Department of Transportation, Communication and Infrastructure (DTC&I) leads adaptation planning for transport and energy infrastructure, and the Infrastructure Development Plans link sector priorities to NDC commitments.
- **Sub-national link:** state-level requirements account for about 88.2 per cent of the funding need, and State Action Plans are to accompany the National Master Transport Plan.

The plan names its own gaps: limited institutional capacity and fragmented funding under the Climate Change Act, and limited technical capacity and data gaps that hinder infrastructure planning.

From the NDC — in their own words

On infrastructure:

> *"Climate-proof key public utility systems (electricity, water, waste-water, public transportation, telecom, others) and new infrastructure through national building codes."*

On waste management:

> *"Improve municipal solid waste and waste-water collection and treatment systems for reduced Methane release."*

On transport & mobility:

> *"Improve NMT (walkway, bicycling lanes) to allow a more livable urban community."*

What this signals — and what remains to be done

The NDC 3.0 brings transport and waste into an infrastructure-led plan. Three gaps stand out for the next revision.

Financing

Adaptation accounts for US$1,162.4 million, or 82.9 per cent, of the plan's stated investment need, and the transport, waste and utility measures above are marked conditional.

Name the urban challenge

Urban areas are named explicitly in only a few passages, so the urban share of each infrastructure, waste and transport measure cannot be read from the plan.

Local capacity

The plan says limited technical capacity and data gaps hinder infrastructure planning, and calls for stronger watershed management and scaled waste-water treatment.

Marshall Islands

Urban climate planning| NDC 3.0 fact sheet

36,282
Total population

79.1%
Share living in urban areas

US$7,726
GDP per capita

Oceania · Micronesia
Upper middle income
SIDS

Score overview

NDC 2.0 — 2020

D

No or minimal urban content

→

NDC 3.0 — 2025

B+

Well-developed urban

The Marshall Islands' 2025 national climate plan reached B+ for urban content, up from D in 2020, when the update was almost entirely about domestic shipping.

The tier rests on named urban centres, Majuro and Ebeye, and on urban energy, waste and resilience projects. Urban adaptation is described mainly through one World Bank project, so content is weighted towards mitigation.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2020

Where it started

- **The update was a shipping plan.** It focused on cutting emissions from domestic shipping towards the economy-wide target of 45 per cent below 2010 levels by 2030.
- **Transport had a framework.** A framework developed with the Micronesian Center for Sustainable Transport set a 27 per cent cut in domestic transport emissions by 2030.
- **Emissions were described by sector.** Transport was put at about 12 per cent of emissions, behind electricity at 54 per cent and waste at 23 per cent.
- **Implementation was a transport workstream.** A whole-of-sector approach with workstreams on data, policy, economic analysis and financing mechanisms.

NDC 3.0 · 2025

What's new

- **Majuro and Ebeye are named.** Opportunities to improve generation efficiency and cut distribution losses, and to save energy in businesses, government and households there.
- **Urban energy measures are under way.** Efficient lighting in the major urban centres, funded by EU budget support, and grid upgrades for Majuro and Ebeye with partners including ADB and the World Bank.
- **Urban resilience has a project.** The World Bank Urban Resilience Project supports risk-informed adaptation planning, coastal resilience investment and resilient public buildings and spaces.
- **Urban waste disposal is upgraded.** ADB support for waste disposal infrastructure in urban centres, with waste-to-energy components and composting pilots.
- **Internal migration is named.** Movement from outer atolls to urban centres is expected to increase as climate impacts grow.

Primary sectoral entry points

The Marshall Islands's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

7

Transport & mobility

Land transport de-carbonization under Rebbelib 2050, a World Bank pilot of electric vehicles in Majuro, a hybrid inter-island vessel, and the Micronesian Center for Sustainable

4

Energy

Grid upgrades for Majuro and Ebeye, replacement of power plant diesel generators with clean energy, and efficient lighting in the maior urban centres.

3

Waste management

Waste-to-energy components and composting pilots, recycling and product regulation, and ADB-supported disposal upgrades in urban centres.

Secondary entry points

Ocean acidification (2) · Sea level rise (2) · Climate finance (2) · Strategy & planning (2) · Drought risk (1) · Flood risk (1) · Heat & cold waves (1)

Coordination mechanisms

Waste management is governed by the National Environmental Protection Act (1984) and implemented through the Marshall Islands Environmental Protection Authority (RMIEPA), in coordination with local government and the Majuro Atoll Waste Company.

- **Strategy base:** the Tile Til Eo 2050 Climate Strategy, the 2018 Electricity Roadmap, the 2023 Sustainable Domestic Maritime Transport Roadmap and the National Transport De-carbonization Framework (Rebbelib 2050).
- **Legal base:** the Nitijela has passed several climate laws. Waste rules include the Styrofoam and Plastics Products Prohibition Act (2016), Container Deposit Legislation and a Product Stewardship Scheme.
- **Sector plans:** adaptation is delivered through the National Strategic Plan 2020-2030 and the National Infrastructure Investment Plan 2020-2030, among others.
- **Stakeholders:** local governments, civil society, traditional and faith leaders, youth, the private sector and academia are to be engaged in preparation and implementation.

The plan names its own gap: adaptation priorities are pursued with little finance and resources, and without increased international support and swift reforms the NDC will be challenging to achieve.

From the NDC — in their own words

On transport & mobility:

> *"Moreover, as depicted in Rebbelib 2050 and Tile Til Eo 2050 Climate Strategy, RMI seeks to de-carbonize its land transport, to further reduce its dependence on fuels."*

On energy:

> *"Majuro and Ebeye offer significant opportunities on the supply side to improve the efficiency of generation and reduce distribution losses."*

On waste management:

> *"RMI is working with partners such as ADB to upgrade its waste disposal infrastructure in urban centers."*

What this signals — and what remains to be done

The NDC 3.0 names Majuro and Ebeye and attaches energy, waste and resilience work to them. Three gaps stand out.

Financing

The plan says adaptation priorities are pursued with little finance and resources, and it depends on increased international support.

Urban adaptation

The Urban Resilience Project is presented as work under way, and outer-atoll to urban migration is named as a pressure. Turning both into targets would give urban adaptation a delivery frame.

Emissions tracking

Energy, waste and transport measures in Majuro and Ebeye are described as opportunities or as partner-supported works. An urban emissions baseline would let progress be tracked.

Naoero

Urban climate planning| NDC 3.0 fact sheet

12,026
Total population

100%
Share living in urban areas

US$13,609
GDP per capita

Oceania · Micronesia
High income SIDS

Score overview

NDC 2.0 — 2021

A

Well-developed urban

→

NDC 3.0 — 2026

B+

Well-developed urban

Naoero's 2026 national climate plan is graded B+ for urban content, one step below the A of its 2021 plan. Both plans place the Higher Ground Initiative at the centre.

The 2021 plan framed Higher Ground as a response to vulnerability. The 2026 plan adds urban water, sanitation, waste and transport projects, but its urban passages describe responses without setting out an urban problem. Naoero is fully urban, so national measures are also urban measures.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2021

Where it started

- **Higher Ground was the centrepiece.** Vulnerable homes and critical infrastructure would move to higher elevation, in a model of Pacific urban development for a small island nation.
- **Housing was a top priority.** Higher Ground was to increase the stock of affordable, climate-resilient housing.
- **Urban planning promised co-benefits.** Sustainable urban planning was to deliver adaptation and mitigation gains, with rainwater harvesting supporting urban agriculture.
- **Transport and sanitation were weak.** A limited bus system could not shift people from private vehicles, and households relied on septic tanks and cesspits without safeguards or building codes.

NDC 3.0 · 2026

What's new

- **Higher Ground is being phased in.** Implementation runs with land rehabilitation on Topside, and a Master Land Use Plan for resilient homes and infrastructure is marked achieved.
- **An urban development project is named.** The Naoero Sustainable and Resilient Urban Development Project (NSRUDP), with ADB, includes the country's first reticulated water supply, about 24 km of mains serving around 1,200 households.
- **Sanitation and waste facilities are added.** A new septage treatment facility, an organic waste processing facility and a materials recycling facility, integrated into NSRUDP.
- **Transport becomes an electric mobility plan.** The first e-bus launched in Yaren in December 2024, with plans for 10 e-buses, 700 e-bikes, e-scooter sharing and 20 per cent electric vehicles by 2035.
- **A resilient port and building code follow.** A GCF- and ADBfunded climate-resilient port is under construction, and a National Building Code is in development.

Primary sectoral entry points

Naoero 's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

39

Transport & mobility

The Electric Mobility Roadmap: 10 e-buses with four fast chargers, 700 e-bikes, e-scooter sharing, 35 per cent of public fleets electrified by 2030, and a Land Transportation Act.

22

Infrastructure

The new climate-resilient port, NSRUDP water and sanitation works, climate-resilient education infrastructure by 2035, and a National Building Code in development.

15

Energy

The Naoero Energy Road Map and SMARTEN project, large-scale solar, a port energy saving project, distribution upgrades with EU support, and LED lighting with efficiency training.

Secondary entry points

Strategy & planning (10), which describes how the plan is made rather than what it delivers · Water management (6) · Climate finance (5) · Housing (5) · Waste management (4) · Flood risk (3) · Sea level rise (3)

Coordination mechanisms

Naoero's Department of Climate Change and National Resilience works with partners on climate action, and the plan commits to improved coordination of government ministries in both mitigation and adaptation.

- **Energy governance:** a Naoero Energy Act is being developed to formalize sector planning, reporting and tariff-setting under Cabinet oversight, with a Road Map coordination mechanism and an expanded Naoero Sustainable Energy Fund.
- **Waste legislation:** the Environmental Management and Climate Change Act 2020, the Naoero National Recycling Plan (2021) and the Naoero National Solid Waste Strategy (2017).
- **Financing partners:** GCF and ADB for the port, ADB for NSRUDP, and the EU and New Zealand for energy. Actions needing significant external resources are conditional on receiving them.

The plan names its own gap: actions that need significant external resources are conditional on receiving them, including new resilient education infrastructure, sewerage components and waste recovery facilities.

From the NDC — in their own words

On transport & mobility:

> *"… the first electric bus (e-bus) in Yaren District was launched, marking a significant commitment by the Government in reducing emissions and advancing sustainable energy solutions, December 2024."*

On infrastructure:

> *"The new NSRUDP will establish the country's first reticulated water supply system, comprising around 24 km of water mains and customer connections …"*

On energy:

> *"In particular, the new Energy Road Map, the Higher Ground Initiative (HGI), and the Naoero Sustainable and Resilient Urban Development Project (NSRUDP) are three ambitious initiatives that will accelerate the transition of the country to renewable energy …"*

What this signals — and what remains to be done

The NDC 3.0 turns the Higher Ground vision into named projects, but its urban passages describe responses without an urban problem statement. Three gaps stand out.

Name the urban challenge

The 2021 plan framed Higher Ground as a response to vulnerability. The 2026 plan does not. Restating the urban problem would strengthen the case for the urban projects.

Conditionality

Education infrastructure, sewerage components and waste recovery facilities are conditional on access to means of implementation.

Institutional frameworks

The Naoero Energy Act and a coordination mechanism for the Energy Road Map are still being developed, and the National Building Code is under process.

Palau

Urban climate planning| NDC 3.0 fact sheet

17,663
Total population

79.3%
Share living in urban areas

US$15,611
GDP per capita

Oceania · Micronesia
High income
SIDS · CHAMP endorser

Score overview

NDC 2.0 — 2016

D

No or minimal urban content

→

NDC 3.0 — 2026

C

Low urban content

Palau's 2026 national climate plan is graded C for urban content, up from D in 2016. Palau is 79 per cent urban and a CHAMP endorser, yet the plan uses an urban framing only once, for sidewalks and bicycle lanes in Koror.

The step up comes from a far longer plan with project-level detail: the earlier plan had 38 extracts and this one has 598. Waste, waste-water, transport and grid projects are now listed by facility, but they are described as national infrastructure rather than urban services.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2016

Where it started

- **Mitigation was energy first.** An absolute energy-sector target, with waste and transport reductions to be addressed project by project rather than in the projection.
- **Building efficiency was a package.** An energy retrofit programme, a tropical energy efficiency building code, Energy Star appliance standards, energy labelling, a cool roof programme and audits of all government and nongovernment buildings.
- **Waste and transport were investigations.** Landfill gas emissions at the national landfill were to be analysed, and a project to convert waste cooking oil to biofuel for school buses and a possible public bus route was under study.
- **A waste framework was unfunded.** Palau had developed a National Solid Waste Framework but had no funding to implement the planned actions.

NDC 3.0 · 2026

What's new

- **Waste is now a project list.** Rehabilitation of eight closed dump sites, a transfer station and resource recovery facility in Koror, composting at the Ameliik Landfill and M-Dock, and a biofilter for landfill gas.
- **Waste-water is named by plant.** Pump replacement and a SCADA system for Koror and Malakal, a Koror sanitation upgrade due in 2026, and an upgrade of the Melekeok plant that is not currently funded.
- **Transport gains an urban measure.** Sidewalks, covered sidewalks, bicycle lanes and carpooling in the Koror area, an EV-based public bus system, and EVs in the government fleet.
- **Buildings and utilities get standards.** A climate- and disaster-resilient energy-efficient building code, the National Energy Committee reinstated to review standards, and sitespecific risk assessments for utilities.
- **Emissions are quantified.** A reduction of 20.0 ktCO2e a year by 2035 under the with-measures scenario, of which solid waste actions needing little or no support account for 0.7 ktCO2e.

Primary sectoral entry points

Palau's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

20

Waste management

Rehabilitation of eight closed dump sites, a transfer station and resource recovery facility in Koror, composting at Ameliik and M-Dock, and sludge management for the Koror and Melekeok waste-water plants.

13

Transport & mobility

Sidewalks, covered sidewalks and bicycle lanes in the Koror area, carpooling, better vehicle fuel economy, EVs in the government fleet and an EV-based public bus system.

12

Energy

Solar and battery storage integrated into the grid, a first phase of grid modernization expected in 2027, rooftop solar, and efficiency in water and sewer systems.

Secondary entry points

Infrastructure (9), where the plan relocates the National Hospital and schools from high-risk coastal areas · Emissions targets (5), which record the numbers rather than name a sector · Water (5) · Capacity building (4) · Land use & forestry (3) · Technology & innovation (3) · Housing (2)

Coordination mechanisms

The plan draws on the draft Palau Climate Change Policy 2025 to 2035, the National Infrastructure Investment Plan 2021 to 2030 and the Palau Development Plan 2023 to 2026, alongside sectoral and ministerial plans.

- **Utility delivery:** the Palau Public Utilities Corporation owns and operates the grid infrastructure and takes part in planning and modernization projects.
- **Standards:** the National Energy Committee is to be reinstated to review building standards and train agencies to comply.
- **Waste-water support:** ADB technical assistance (TA6877REG) is strengthening asset management for waste-water infrastructure, including an asset register and long-term budgeting.

The plan names its own gap: the Melekeok waste-water upgrade is not currently funded, and greener land transport needs significant capacity building, finance and technology transfer.

From the NDC — in their own words

On waste management:

> *"Construction of a transfer station/resource recovery facility to enable convenient collection and drop off of general waste and recoverable materials including green materials, food scraps, and recyclable materials."*

On transport & mobility:

> *"This mitigation program would expand (scale up) existing activities in the Koror area to include enhancing sidewalks on more roads, covered sidewalks, installing bicycle lanes/routes where possible …"*

On energy:

> *"Palau's renewable energy sector has recently started a transformation through major infrastructure projects integrating solar and battery energy storage systems (BESS) into its grid."*

What this signals — and what remains to be done

The NDC 3.0 turns an energy-centred plan into a list of waste, waste-water and transport projects, most without an urban framing. Three gaps stand out.

Support for the larger actions

Expanded composting, landfill gas treatment and the Koror transfer station require support. Only 0.7 ktCO2e a year comes from waste actions needing little or none.

Urban framing

One passage names an urban area, the Koror sidewalk and bicycle measure. The rest reads as national infrastructure, in a country where 79 per cent of people live in urban areas.

Transport study

The plan says a comprehensive mobility and transport economy study is needed to set the land transport transition, and that greener transport needs capacity, finance and technology transfer.

Papua New Guinea

10.8 million
Total population (2025)

15.8%
Share living in urban areas (2025)

US$3,007
GDP per capita (2024)

Oceania · Melanesia
Lower middle income
Small island developing State

Urban content grade: Papua New Guinea's NDC 2.0 and NDC 3.0

NDC 2.0 · 2020
Strong (A+)

→

NDC 3.0 · 2026
Strong (A+)

Papua New Guinea's urban content holds at strong (A+) from the 2020 NDC to the NDC 3.0.

The 2020 NDC treated cities as a climate risk, with rural-to-urban migration, gaps in urban water and sanitation, and a US$20 million target for urban public transport. The NDC 3.0 moves to delivery through urban waste planning, resilient urban infrastructure and a draft city development policy for the National Capital District.

Both grades were assigned manually with the report's rubric, outside the global analysis: one step each for an urban baseline, challenge and response, and a plus for urban means of implementation. They will be replaced when the analysis is updated.

What changed between Papua New Guinea's NDC 2.0 and NDC 3.0

	NDC 2.0 · 2020	NDC 3.0 · 2026
Loss and damage	**Migration to towns as a climate risk.** Climate pressure on rural communities is named as a key driver of rural-to-urban migration, and urban areas are listed among the hotspots of climate-induced migration.	**Migration enters city policy.** The draft National City Development Policy for the National Capital District considers climate-induced rural-to-urban migration, alongside a draft policy on climate-induced planned relocation.
Transport and mobility	**An urban transport target.** US$20 million of low-emission public transport services and infrastructure in urban centres by 2030, with feasibility studies for electrified bus rapid transit.	**Bus systems, no urban target.** Key bus systems are to move to low-emission or electric fleets, with improved urban mobility in major centres. The US$20 million urban transport target and bus rapid transit are not carried forward.
Buildings and infrastructure	**Asset targets to resilient codes.** US$172 million of building and utility assets and US$1.2 billion of transport infrastructure to be built or rehabilitated to climate-resilient codes by 2030.	**Same targets, urban assets named.** Both asset targets are kept. The NDC adds urban and coastal infrastructure to the resilient-code programme, with vulnerability assessments around Port Moresby and urban planning guidance.
Waste	**Urban pressure on waste services.** Urban growth is placing stress on waste management and urban sanitation services. The NDC sets no waste measures.	**Waste measures led from urban centres.** Urban waste and sanitation planning starts with major urban centres. The National Capital District Commission is a lead agency alongside the Conservation and Environment Protection Authority.
Land use and urban planning	**Cities as a policy gap.** Few policies apply in towns and cities, and city profiling covers only Port Moresby, Kokopo and Goroka. The NDC proposes greening urban development plans.	**A city policy as the vehicle.** Adaptation and mitigation needs are being integrated into urban development through the National Capital District's draft city policy, with scope to extend to other urban plans.
Governance and capacity	**Mainstreaming at two levels.** Climate change is being mainstreamed into regulatory and policy frameworks at national and sub-national levels through the National Adaptation Plan.	**Provinces and wards in delivery.** Provincial adaptation and green growth plans are being developed, climate change becomes a provincial performance indicator from 2027, and ward-level plans carry climate action.

Sectoral entry points

Buildings and infrastructure, governance and waste carry the most urban content in PNG's NDC 3.0. Waste and infrastructure name urban centres and Port Moresby directly; governance runs through provinces and wards and seldom names cities.

THE THREE LEADING ENTRY POINTS



Buildings and infrastructure

Largest volume of urban content in the NDC 3.0

Building, utility and transport assets are to meet climate-resilient codes. Urban and coastal infrastructure is now named, with vulnerability assessments around Port Moresby and urban planning guidance.

> *"Build/rehabilitate urban and coastal infrastructure according to climate-resilient codes and standards for increased resilience of physical assets, communities and livelihoods"*

Opportunity. Extending the Port Moresby assessments and urban planning guidance to other towns, and tying them to the resilient codes, is where UN-Habitat could engage.



Governance and capacity

Second largest volume of urban content

Provincial and local-level governments, with Provincial Climate Change Coordination Committees, link national priorities to local needs. Ward-level plans carry climate action.

> *"At the subnational level, provincial adaptation and climate-resilient green growth plans are being developed, and climate change has also been added as a performance indicator for provinces under the provincial service agreements from 2027."*

Opportunity. Urban authorities appear in the plan only for waste. A defined place for them in this provincial chain would make city delivery explicit.

Institutions named. National Capital District Commission.

Plans named. Climate Resilient and Green Growth Plans.



Waste

Third largest volume of urban content

Engagement with urban centres including the National Capital District, urban waste and sanitation planning, a national waste policy and law, and waste recovery.

> *"Actions should be progressively incorporated into urban waste and sanitation planning, initially focusing on major urban centres and facilities."*

Opportunity. Wastewater is about two thirds of waste emissions. Linking urban sanitation planning to emissions tracking is a concrete entry point for projects.

Institutions named. National Capital District Commission.

What this signals, and what remains to be done

Delivery now rests on international finance, provincial and local delivery, and the adoption of a city policy for the National Capital District.

Fully conditional finance

All targets depend on adequate, predictable and accessible international finance, technology transfer and capacity building.

Provincial delivery

Climate reporting enters the monitoring of provincial governments, a process that affects future budget allocations.

An adopted city policy

The National Capital District's city development policy is still a draft. Its adoption decides how far the NDC reaches cities.

Niue

Urban climate planning| NDC 3.0 fact sheet

1,821
Total population

37.2%
Share living in urban areas

n/a
GDP per capita

Oceania · Polynesia
Income group not reported
SIDS

Score overview

NDC 2.0 — none

—

No NDC 2.0 on record

→

NDC 3.0 — 2025

D

No or minimal urban content

Niue's 2025 national climate plan is graded D for urban content. No earlier plan is on record in the dataset, so no change can be shown.

None of the 37 urban-relevant passages is explicit. The content is implied and concerns infrastructure, energy, transport and waste at national scale. It is written as actions to develop, assess and establish rather than as projects with targets.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · none

Where it started

No NDC 2.0 on record.

NDC 3.0 · 2025

What's new

- **Infrastructure is to be climate-proofed.** Design and construction of public and other major infrastructure are to consider current and projected risks, using the national building codes.
- **Planned relocations get utilities.** Resources are to be mobilized for climate-resilient water, road and electricity utilities at identified relocation sites, with national relocation guidelines and an investment strategy.
- **The only wharf is assessed.** An assessment is to enhance its capabilities and strengthen it against natural disasters, and its results will set the cost of an upgrade.
- **Buildings and energy get standards.** An energy legislative review, efficiency technical guidelines, minimum energy performance standards and labelling, and a green building rating system, plus dual-purpose community evacuation centres.
- **Waste has a framework and training.** A legal and policy framework for solid waste, awareness and capacity programmes, and a training-of-trainers course, following a 2021 waste audit.

Primary sectoral entry points

Niue's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points engagement.

6

Infrastructure

Risk-informed design of public and major infrastructure, climate-resilient utilities at planned relocation sites, an assessment of the only wharf, and dual-purpose community evacuation centres.

5

Energy

Efficiency technical guidelines, minimum performance standards and labelling, a green building rating system, and a target to increase the renewable share of electricity generation by 80 per cent by 2030.

4

Transport & mobility

Fuel switching to loweremission sources in the transport sector, stated as an action to facilitate, without a target or a named location.

Secondary entry points

Storm events (3), which records cyclone damage as context · Current emissions (2), the baseline figures · Technology & innovation (2) · Capacity building (2) · Water management (1) · Built environment (1) · Climate finance (1)

Coordination mechanisms

The extracts describe support rather than institutions: the Regional Pacific NDC Hub supported priority areas that include loss and damage, and waste management and pollution control.

- **Building code:** infrastructure planning, EIA planning and innovative financing are to be integrated to ensure adherence to the Niue Building Code.
- **Waste governance:** a legal and policy framework for the sustainable management of solid waste is to be developed.
- **Capacity:** awareness and capacity building for waste generators and waste management personnel, and a training-of-trainers programme on waste management and pollution control.

The urban-relevant passages name no delivery agencies. Delivery is described through actions to develop, assess and establish, such as a legal framework, relocation guidelines and a wharf assessment.

From the NDC — in their own words

On infrastructure:

> *"Undertake an assessment of the only wharf on Niue to enhance capabilities, efficiency and to ensure strengthening against natural disasters. Outcomes from the assessment will determine costs required for the wharf upgrade."*

On energy:

> *"By 2030, increasing the share of renewable energy in total electricity generation by 80%, managing energy consumption, and facilitating fuel switching in the transport sector will make energy more affordable and cleaner."*

On transport & mobility:

> *"Facilitate fuel switching to lower emissions sources in the transport sector."*

What this signals — and what remains to be done

The NDC 3.0 sets out infrastructure, energy and waste actions at national scale, with no urban framing. Three gaps stand out.

No urban framing

No passage names a town, village or urban area, so the plan cannot be read as guidance for urban areas.

Actions without targets

Most measures are to develop, assess or facilitate. The wharf upgrade cost, for example, depends on an assessment yet to be done.

Extreme weather

The plan notes that renewable energy supply is challenging in the face of extreme heat, cyclones and storms that can damage infrastructure.

Samoa

Urban climate planning| NDC 3.0 fact sheet

219,307
Total population

17.5%
Share living in urban areas

US$5,393
GDP per capita

Oceania · Polynesia
Upper middle income
SIDS

Score overview

NDC 2.0 — 2021

D

No or minimal urban content

→

NDC 3.0 — 2026

D

No or minimal urban content

Samoa's 2026 national climate plan is graded D for urban content, unchanged from 2021. The 2021 plan named Apia once, as a flood-exposed area. The 2026 plan names no urban area, and its urban content is implied passages on transport, energy and waste emissions.

The transport and efficiency targets are now numeric. The waste target moved from a 4 per cent cut by 2030 to holding emissions at the 2020 level by 2035, and the landfill gas measure does not appear in the urban-relevant extracts.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2021

Where it started

- **Waste had a target and a method.** A 4 per cent cut in waste emissions by 2030 against 2007, through landfill gas capture with geomembranes on landfills.
- **Transport was electrification.** Electrifying a percentage of vehicles, rising each year, with shared electric micromobility as an opportunity.
- **Apia appeared once, as flood exposure.** Flooding of lowlying areas, particularly in and around Apia, in the climate profile. The plan also notes that 70 per cent of people and infrastructure sit in low-lying coastal areas.
- **Capacity was named as a constraint.** Full-time staff available for mitigation projects were counted at 0.4 each for the Electric Power Corporation and Land Transport Authority, and 2.0 for MNRE.

NDC 3.0 · 2026

What's new

- **Waste ambition is lower.** Emissions are to be maintained at the 2020 level by 2035. The 2020 inventory puts waste at 104.53 Gg CO2e, 21 per cent of the total.
- **Transport has a numeric target.** 15 per cent of registered vehicles electric and 25 per cent hybrid by 2035, a 2.68 Gg CO2e reduction from land and marine transport, and a transport de-carbonization strategy.
- **Efficiency is quantified.** A 15 per cent improvement in energy efficiency in manufacturing, construction, commercial and residential use by 2035.
- **Ports are electrified.** Shore-side electricity supply for vessels at berth.
- **A loss and damage fund is named.** The Samoa Loss and Damage Fund can finance infrastructure rehabilitation and community relocation.

Primary sectoral entry points

Samoa's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points engagement.

7

Transport & mobility

15 per cent of registered vehicles electric and 25 per cent hybrid by 2035, a transport de-carbonization strategy, electrification of the existing fleet and shore-side electricity for berthed vessels.

4

Energy

A 15 per cent efficiency improvement in manufacturing, construction, commercial and residential energy use by 2035, worth 0.35 Gg CO2e, and shore-side electricity at berth.

2

Waste management

A target to keep waste emissions at the 2020 level by 2035. No facility or collection measure appears in the urban-relevant extracts.

Secondary entry points

Emissions targets (7) and current emissions (5), which record the numbers rather than name a sector · Strategy & planning (3), which describes how the plan is made rather than what it delivers · Climate finance (2) · Industry (1) · Capacity building (1) · Technology & innovation (1)

Coordination mechanisms

The Ministry of Natural Resources and Environment (MNRE) led coordination of the plan, with UNDP's Climate Promise providing financial, coordination and advisory support.

- **Sector plans:** the Transport and Infrastructure Sector Plan 2023 to 2028, the Energy Sector Plan 2023 to 2028, the National Environment Sector Plan 2023 to 2027, the Circular Economy Policy 2022 and the Low Emission Development Strategy 2022 to 2032.
- **Consultation:** MNRE gathered stakeholder input and validated findings through national consultation workshops and meetings.
- **Capacity (2021 plan):** 0.4 full-time staff each at the Electric Power Corporation and Land Transport Authority for mitigation projects. The 2026 plan does not repeat the count.

The plan names its own gap: Samoa requires external financial support and technical assistance for vehicle electrification, including renewable charging infrastructure, incentives and regulations.

From the NDC — in their own words

On transport & mobility:

> *"To meet its target of 15% EV and 25% hybrid vehicles (rentals and personal vehicles) by 2035, Samoa will require technical assistance support in renewable energy charging infrastructure and necessary incentives and regulations …"*

On energy:

> *"15 percent improvement in energy efficiency of energy use in manufacturing, construction, commercial and residential sub-sectors by 2035"*

On waste management:

> *"Waste - maintain GHG emissions in Waste sector at 2020 level by 2035."*

What this signals — and what remains to be done

The NDC 3.0 keeps urban content at the implied level and narrows its waste ambition. Three gaps stand out.

Urban framing

No urban area is named. The plan notes that 70 per cent of people and infrastructure sit in lowlying coastal areas, but the 2021 reference to Apia has gone.

Waste

Waste emissions are 104.53 Gg CO2e, 21 per cent of the 2020 total. The target is to hold them there, with no landfill or collection measure in the extracts.

Support for electric vehicles

The 15 per cent EV target depends on external finance and technical assistance for charging infrastructure, incentives and regulations.

Tonga

Urban climate planning| NDC 3.0 fact sheet

103,742
Total population

21.2%
Share living in urban areas

US$5,652
GDP per capita

Oceania · Polynesia
Upper middle income
SIDS

Score overview

NDC 2.0 — 2020

C

Low urban content

→

NDC 3.0 — 2025

B+

Well developed urban content

Tonga's 2025 national climate plan reached B+ for urban content, up from C in 2020. Urban content is mostly implied: Nuku'alofa is named in a few passages, and most waste and transport measures are national in scope.

NDC 3.0 adds transport emissions and waste targets to a plan that was centred on electricity, and puts a funding line against each initiative. The named urban items are a Nuku'alofa Sustainable City initiative and seawall rehabilitation in the capital.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2020

Where it started

- **Mitigation centred on electricity.** Targets carried from the 2015 plan were 50 per cent renewable electricity by 2020 and 70 per cent by 2030.
- **Waste had no emissions target.** Expanding formal waste collection was a prerequisite to setting a waste emissions target for 2025.
- **Efficiency ran through standards and lighting.** Minimum energy performance standards for appliances by 2022, and LED bulbs in 100 per cent of streetlights.
- **Transport was flagged, not targeted.** Transport, especially road transport, was named the key efficiency sector, with goals to follow from the Energy Efficiency Master Plan.

NDC 3.0 · 2025

What's new

- **Transport emissions are added.** Vehicle import standards, tariff adjustments for cleaner vehicles, a Nuku'alofa Sustainable City initiative to cut kilometres travelled (USD 8 to 12 million), and electrified public transport (USD 15 to 18 million).
- **Waste gets targets and costs.** Landfills upgraded on the four main islands by 2035 (Tongatapu by 2030), a Material Recovery Facility in Tongatapu, and community composting, at USD 12 to 19 million.
- **Collection has expanded.** Tongatapu collection now exceeds 90 per cent, and about 99 per cent of general waste in Ha'apai has been collected since services began in 2020.
- **Nuku'alofa's coast is a named risk.** Cyclone Gita's damage in Nuku'alofa is cited, with rehabilitation of seawalls from Kolomotu'a to Sopu under the Tonga Climate Resilience Project.
- **Spatial planning is proposed.** A Land Use Policy and a National Sustainable Spatial Framework, due around March 2026, are to guide land allocation, relocation and internal migration.

Primary sectoral entry points

Tonga's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

18

Waste management

Landfill upgrades on the four main islands, modernized Tapuhia and Kalaka landfills, a Material Recovery Facility in Tongatapu, community composting, and a single-use plastics ban by 2030.

15

Transport & mobility

Vehicle import standards, tariff adjustments for cleaner vehicles, a Nuku'alofa Sustainable City initiative to cut kilometres travelled, and electrified public transport.

7

Energy

The Tonga Energy Efficiency Master Plan, behaviour change on kilometres travelled and idling, and six low-carbon technologies prioritized for energy and transport.

Secondary entry points

Strategy & planning (13), which describes how the plan is made rather than what it delivers · Technology & innovation (11) · Infrastructure (6) · Capacity building (6) · Climate finance (5) · Coastal areas (4) · Water management (4)

Coordination mechanisms

The Department of Climate Change (DCC) within the Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications (MEIDECC) led the technical work, guided by a multi-stakeholder group, with oversight from the National Climate Change Coordination Committee.

- **Policy base:** the Tonga Climate Change Policy (2016), the National Climate Change Fund Act (2021), the Low Emission Development Strategy 2021 to 2050 and the Joint National Action Plan 2 on Climate Change and Disaster Risk Management (2018 to 2028).
- **Transport:** MEIDECC oversees policy and coordination of low-carbon transport under TERMPLUS and the Tonga Energy Efficiency Master Plan.
- **Spatial planning:** the GCFfunded Tonga Climate Resilience Project is to finalize a Land Use Policy, and the proposed National Sustainable Spatial Framework is the operational tool.

The plan names its own gap: outerisland waste is to be barged to the main island for disposal, and the Ha'apai and 'Eua dumpsites still need upgrading to compliant landfills.

From the NDC — in their own words

On waste management:

> *"Upgrade existing landfills, disposal sites and waste management infrastructure in the four main islands by 2035 (Tongatapu by 2030)."*

On transport & mobility:

> *"Tonga Energy Efficiency Master Plan (TEEMP) (Government of Tonga, 2020) promotes behavioural change by reducing vehicle kilometres travelled, enhancing the efficiency of light-duty vehicles, and curbing unnecessary idling."*

On energy:

> *"For mitigation, the TNA (Phase IV, 20232025) prioritized six key low-carbon technologies across the energy and transportation sectors."*

What this signals — and what remains to be done

The NDC 3.0 adds transport and waste to a plan that was centred on electricity, and puts a cost against each initiative. Three gaps stand out.

Financing

Each waste and transport initiative carries a funding requirement, from USD 0.5 million to USD 18 million. Confirming funding sources is the gap to close.

Urban framing

Nuku'alofa is named in only a few passages. Making the urban focus explicit would show which waste, transport and coastal measures serve the capital.

Outer islands

Waste from Vava'u, Ha'apai and 'Eua is to be barged to the main island and two dumpsites need upgrading, so service outside Tongatapu depends on logistics and finance.

Tuvalu

Urban climate planning| NDC 3.0 fact sheet

9,492
Total population

65.4%
Share living in urban areas

US$6,345
GDP per capita

Oceania · Polynesia
Upper middle income
LDC · SIDS

Score overview

NDC 2.0 — 2022

C+

Low urban content

→

NDC 3.0 — 2025

B+

Well-developed urban

Tuvalu's 2025 national climate plan reached B+ for urban content, up from C+ in 2022. The plan does not use urban as a category; its urban content concerns Funafuti, the capital.

The main addition is L-TAP, a long-term adaptation plan to accommodate the national population in the capital beyond 2100, with raised land, housing, transport and water supply.

What changed between NDC 2.0 and NDC 3.0

NDC 2.0 · 2022

Where it started

- **Energy was the main urban thread.** Additional solar PV, battery storage and a small wind turbine on Funafuti under World Bank and ADB projects, and a 30 per cent efficiency target for Funafuti.
- **Buildings were to be retrofitted.** Major hotels and commercial and government buildings were named for retrofits.
- **Infrastructure was recovery.** The plan addressed investment needs after Tropical Cyclone Pam and long-term rehabilitation under the Infrastructure Strategy and Investment Plan 2016 to 2025.
- **Transport was a growing emitter.** Rising transport emissions were to be tackled through innovation and a de-carbonization strategy, with shore-side power for vessels.

NDC 3.0 · 2025

What's new

- **L-TAP names the capital as the destination.** Raised land for staged relocation of people and infrastructure, new and upgraded housing and transport facilities, and improved water supply.
- **Critical infrastructure is an outcome.** All Tuvaluans are to have access to safe, reliable and climate-resilient critical infrastructure, including airports, hospitals and government buildings.
- **Waste gets a baseline.** A survey of waste conditions and services with regular data collection, and circular economy and small-scale biogas options for Funafuti, conditional on finance.
- **Transport turns to small vehicles.** Solar-powered e-bikes, an e-bike programme with end-of-life management, and a strategy to minimize land vehicle imports.
- **Efficiency continues.** The 30 per cent energy efficiency target for Funafuti is retained.

Primary sectoral entry points

Tuvalu's NDC 3.0 references urban areas across many sectors, but the content is not spread evenly. Ranked by the volume of explicit and implied-urban content in NDC 3.0, three sectors carry most of the weight and are the clearest entry points for engagement.

4

Infrastructure

L-TAP raised land and staged relocation, resilient critical infrastructure for airports, hospitals and government buildings, and the Infrastructure Strategy and Investment Plan 2016 to 2025.

4

Transport & mobility

Solar-powered e-bikes, an e-bike programme with end-of-life management, a strategy to minimize land vehicle imports, and four-stroke engines for community fishing vessels.

3

Waste management

A baseline survey and regular data collection, the Integrated Waste Policy and Action Plan 2017 to 2026, and circular economy and biogas options, conditional on finance and capacity.

Secondary entry points

Strategy & planning (4) · Housing (2) · Coastal areas (1) · Water management (1) · Energy (1) · Capacity building (1) · Climate finance (1)

Coordination mechanisms

NDC 3.0 was led by the Climate Change Department of the Ministry of Home Affairs, Climate Change and Environment.

- **Strategy base:** the Integrated Waste Policy and Action Plan 2017 to 2026, the Infrastructure Investment Plan 2020 to 2025 and the Infrastructure Strategy and Investment Plan 2016 to 2025.
- **Community delivery:** the Act governing the Tuvalu Survival Fund (TSF) was updated in 2024 so that communities can apply for small-scale grants. Cabinet adopted the work programme in 2024.
- **Local government:** councils and administrative units are to be used for community education on climate impacts and adaptation, in the local language.

The plan names its own gap: Tuvalu lacks a designated land authority and related land policies for the transport sector, and many waste, transport and circular economy actions are conditional on finance, capacity and technology.

From the NDC — in their own words

On infrastructure:

> *"L-TAP is designed to accommodate the national population from across all islands into the capital safely beyond 2100. It involves the provision of raised land to accommodate staged relocation of people and infrastructure, new and upgraded housing and transport facilities, as well as improved water supply."*

On transport & mobility:

> *"Alternative transports such as solar-powered e-bikes as well as relevant de-carbonisation options in the domestic maritime sector will also be explored."*

On waste management:

> *"The Plan also includes an activity to undertake a baseline survey of existing waste conditions and services and regular collection of data."*

What this signals — and what remains to be done

The NDC 3.0 places the capital at the centre of Tuvalu's long-term adaptation. Three gaps stand out.

Financing

Waste, circular economy and transport actions are marked conditional on access to finance, capacity and technology.

Name the urban challenge

The plan does not use urban as a category. Setting out Funafuti's growth under L-TAP as an urban challenge would connect the adaptation plan to services, housing and emissions.

Land

Tuvalu lacks a designated land authority, and L-TAP depends on raised land for staged relocation.

Annex

Methodological note

1. Source and scope

The fact sheets and the regional snapshot draw on the UN-Habitat NDC urban content dataset (version 3), which holds passages extracted from the text of each NDC submission. The analysis covers the 11 Pacific island countries with an NDC 3.0 in the dataset: Fiji, Solomon Islands, Vanuatu, Micronesia (Federated States of), Marshall Islands, Naoero, Palau, Niue, Samoa, Tonga and Tuvalu. Where the dataset holds an earlier plan for the same country, it is labelled NDC 2.0 and used as the comparison point. Ten of the 11 have one. Niue does not, and its fact sheet shows no earlier grade. Some plans labelled NDC 2.0 are a country's first NDC (Palau's is dated 2016). Kiribati, the Cook Islands and Papua New Guinea have no NDC 3.0 in the dataset and are outside the fact sheets.

2. Workflow

Each plan is divided into passages. Every passage is assigned to one extraction category (climate risk, adaptation, mitigation, means of implementation, or greenhouse gas measurement) and given labels for the topics it covers. The fact sheets were then produced in five steps.

First, the urban and implied-urban passages for each country were retrieved for both plans by exact match on country name. Second, the two plans were compared: what each covered, what changed, and what was dropped. Third, the statements in the “where it started” and “what's new” columns were written from those passages, and each quotation is verbatim from a passage. Fourth, the three primary entry points were derived by counting (section 4). Fifth, the grades were added from the scoring sheet (section 3).

3. Labels and grades

Urban label	The passage refers explicitly to urban areas, such as cities, towns or a named urban centre.
Implied-urban label	The passage does not use urban terms but concerns measures or conditions that apply in urban areas, such as utilities, waste services or transport in a capital.
Substantive label	The passage contains specific content, as opposed to a general or procedural statement.
Sector labels	Topic tags that differ by extraction category: 11 hazards for climate risk, 9 sectors for adaptation, 11 for mitigation, and 5 means-of-implementation tags. The regional overview table (page 2) lists those that occur in the 11 plans.
Challenge / response	Whether a passage describes a problem or gap (challenge), an action taken or planned (response), or both.

Grades (D to A, with a plus) are those in the dataset's scoring sheet. They were derived with an earlier iteration of the dataset and its labelling, and are reported as published. They are not recomputed from the passages used elsewhere in the fact sheets. The letter reflects whether a plan's urban content includes a baseline, a challenge and a response, and a plus indicates that means of implementation are present. Grades and passage counts can therefore move differently. For example, Vanuatu's explicit urban passages fell from 42 to 27 between plans while its grade rose from B+ to A+, because the later plan is much longer and carries more implied-urban content.

4. Entry points and regional statistics

Sector counts combine explicit and implied-urban content. Across the 11 NDC 3.0s, 80 passages carry the explicit urban label and 817 carry only the implied-urban label, so about nine in ten urban-flagged passages are implied. Implied-urban content is therefore central to the results, and counts based on the explicit label alone are too small to rank sectors reliably.

For each plan, passages with an urban or implied-urban label are counted under each sector label they carry. Labels that describe how a plan is made or funded (strategy, technology, finance, capacity building, multi-level governance) and the emissions baseline and target labels are excluded. The three sectors with the most passages are the primary entry points. The other high-count labels are listed as secondary entry points with a comment. A sector is “common” across the region when it is in the top three for many plans: transport and mobility in all 11, waste management in 8, energy in 7 and infrastructure in 7.

The measure is a count of passages, not a measure of ambition, and a single plan can dominate a total (Naoero accounts for 39 of the 134 urban-flagged transport passages). The regional overview table on page 2 shows the full counts. Population coverage uses total population in the dataset metadata for the 14 Pacific island countries, excluding Australia and New Zealand.

5. Limitations

Labels are assigned by the dataset's extraction process, and implied-urban labels have not been individually reviewed. A passage that carries no label may still be relevant to urban areas. Extracts may not capture every relevant sentence in a plan.

Annex

Loss and damage: a national frame, not yet an urban one

Loss and damage moved from a minor theme to a named pillar in the 11 Pacific NDC 3.0s. Passages tagged loss_and_damage in the climate risk extracts rose from 50 in the earlier plans to 246 in NDC 3.0, a five-fold increase. Tonga and Samoa introduce it as a dedicated section for the first time. Vanuatu sets out standalone loss and damage commitments. Fiji adds a national communication of loss and damage trends as an annex.

Almost none of this connects to urban areas, and this is not new. Of the 246 loss and damage passages in NDC 3.0, 14 also carry an urban or implied-urban label, 6 per cent, only one of them explicit. In the earlier plans the equivalent share was 2 of 50, 4 per cent, and confined to Vanuatu. Five of the 11 countries, Solomon Islands, Marshall Islands, Naoero, Samoa and Tuvalu, have a loss and damage framework in their plan and zero passages, in either NDC, that connect it to an urban area, a city, or urban infrastructure. Fiji and Vanuatu carry the most loss and damage content of any plan in the region, 44 and 81 passages, and still connect only 3 and 2 of them to urban areas.

This is a longstanding gap, not a new one opening up as loss and damage content grows. Pacific capitals and secondary towns concentrate population, assets and government services, and are named in the fact sheets as the sites of cyclone, flood and coastal damage. The loss and damage sections rarely make that link explicit, and few name a city, and few cost urban damage separately from national damage. Where a plan does connect the two, it reads as a byproduct of a risk passage that happens to mention a capital, not a deliberate urban loss and damage assessment.

Loss and damage passages by country, NDC 3.0

Country	NDC 2.0, national	NDC 2.0, urban or implied	NDC 3.0, national	NDC 3.0, urban or implied	Urban share of NDC 3.0 total
Fiji	1	·	**44**	**3**	7%
Solomon Islands	·	·	**10**	·	0%
Vanuatu	37	**2**	**81**	**2**	2%
Micronesia (FSM)	·	·	**7**	**2**	29%
Marshall Islands	1	·	**10**	·	0%
Naoero	6	·	**12**	·	0%
Palau	·	·	**8**	**1**	13%
Niue	·	·	**18**	**4**	22%
Samoa	·	·	**15**	·	0%
Tonga	5	·	**35**	**2**	6%
Tuvalu	·	·	**6**	·	0%
Region (11 plans)	**50**	**2**	**246**	**14**	**6%**

Counts are passages in the climate risk extraction sheet tagged loss_and_damage. "Urban or implied" uses the same urban and implied-urban labels as the rest of this report. A dot means zero. Niue has no NDC 2.0 on record. Source: UN-Habitat NDC urban content dataset v3.

From commitment to implementation: How UN-Habitat can support

UN-Habitat is the United Nations focal point for sustainable urbanization and human settlements. Its global analysis of the urban content of NDCs, the assessment behind the grades in this fact sheet, has tracked how cities feature in every NDC across successive cycles. Building on it, UN-Habitat supports Member States in moving from commitment to implementation: bringing cities into the delivery of NDCs, strengthening partnerships between national and subnational governments, and connecting climate ambition to plans, projects and finance.

A tested approach

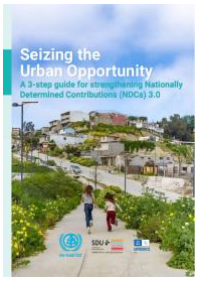
UN-Habitat applies a step-by-step approach with Member States in all regions. Steps can be taken on their own or in sequence, starting wherever a country stands today.

1 Assess	2 Convene and partner	3 Plan	4 Prepare projects	5 Finance
Understand what the NDC 3.0 commits in cities and how the policy landscape enables delivery.	Build the coalition of national, subnational and urban actors needed to deliver together.	Translate commitments into implementation plans, grounded in urban and territorial planning.	Turn plans into a pipeline of investment-ready urban projects.	Connect the pipeline to international, national and local sources of climate finance.

Sectoral expertise across urban systems

Support is available across the sectors where urban climate action is delivered: housing and buildings, energy, mobility, solid waste and circular economy, water, and biodiversity and nature-based solutions. UN-Habitat combines normative guidance, technical assistance, capacity development and convening in each, tailored to each country's priorities.

Key resources *Publications are available at unhabitat.org*



Seizing the Urban Opportunity (2025)
A 3-step guide for strengthening NDCs 3.0: the method for assessing, preparing and co-designing strong urban content.



Urban Content in NDC 3.0: Cities at the Centre (2026)
The global analysis of 142 NDCs 3.0, with country grades, regional breakdowns and thematic deep dives.





NDC 3.0 sectoral series (forthcoming)
Standalone reports on urban energy, housing and informal settlements, water, nature-based solutions and finance.

Interested in exploring support for your country? Contact UN-Habitat's Climate Change and Urban Environment Section: unhabitat-climate@un.org