

Chapter 19

Aronga Kaupapa – Te Whakawhiti hei oranga mō te Iwi Māori Policy direction for an equitable transition for Iwi/Māori

Summary / Policy direction for an equitable transition for Iwi/Māori

This chapter responds to the significant feedback we received about the need to see Iwi/Māori views reflected in our advice.

We heard clearly that the Government must uphold its commitments and obligations under Te Tiriti o Waitangi/The Treaty of Waitangi and the Crown-Māori partnership in its response to climate change. Māori and non-Māori submitters told us that emissions reduction plans must be firmly rooted in the principles of partnership, participation, protection, and equity.

Achieving an equitable transition for Iwi/Māori

The transition to a low-emissions society in Aotearoa must be equitable for tangata whenua and all New Zealanders. To achieve this, the impacts of the transition on Iwi/Māori need to be understood from a te ao Māori view.

The Commission has looked closely at the direction of policy needed to ensure government can support proactive partnership with Iwi/Māori and advance a Māori-led approach to an equitable transition for Iwi/Māori. Part of this is providing for the recognition of Iwi/Māori perspectives, including recognising tikanga and mātauranga Māori alongside Western science.

Central and local government must ensure emissions reduction plans comply with the Treaty and do not compound historic grievances and further disadvantage Iwi/Māori. Climate action that does not support Iwi/Māori to exercise rangatiratanga, kaitiakitanga and mana motuhake over their whenua, and other cultural assets will exacerbate inequity for Iwi/Māori.

Iwi/Māori expressed their concern that if existing barriers inhibiting Māori economic development and cultural vitality are not addressed, climate action will further impact the social and cultural wellbeing of Iwi/Māori.

In working towards equitable partnerships with Iwi/Māori, it is important that government understands te ao Māori values and perspectives regarding taonga tuku iho and whenua, including land-use decision-making. A stronger emphasis on investment into local and regional low-emissions economic development will better prepare Iwi/Māori communities to respond to local and regional environmental and economic shocks caused by the effects of climate change.

This chapter highlights that Iwi/Māori co-decision making is needed across all levels of government along with an enabling policy direction that advances a Māori-led approach to ensure an equitable transition.

We make the following recommendations:

- Government to work in partnership with Iwi/Māori and local government to develop a strategy to ensure the principles of the Treaty are embedded in subsequent emissions reduction plans.
- Central and local government work in partnership with Iwi/Māori to develop a mechanism to build authentic and enduring partnerships that result in equitable outcomes for Iwi/Māori.
- Government work with Iwi/Māori to develop a strategy, including timebound measures for progress, to advance a Māori-led approach to an equitable transition to a low-emissions society for Iwi/Māori and the Māori economy.

Changes in our final advice

This is an additional chapter to our *2021 Draft Advice for Consultation* in response to the significant feedback we received that Iwi/Māori need to be visible in the Advice report, and about upholding Te Tiriti o Waitangi/The Treaty of Waitangi.

This chapter provides context to support *Chapter 11 - Approach to developing advice on policy direction*, and *Chapter 12: Policy direction to create an enabling environment for change* to ensure our advice to Government reflects what we have heard to support an equitable transition for Iwi/Māori.

Introduction

- 1 The response to climate change in Aotearoa must be firmly rooted in the principles of partnership, participation, protection, and equity which underpin the unique relationship between the Government and tangata whenua under Te Tiriti o Waitangi/The Treaty of Waitangi.
- 2 The transition to a low-emissions society in Aotearoa must be equitable for tangata whenua and all New Zealanders. To achieve this, it will be important to understand the impacts of the transition on Iwi/Māori from a te ao Māori view.
- 3 This chapter looks more closely at the direction of policy needed to support this. It looks at how government can support proactive partnership with Iwi/Māori, and advance a Māori-led approach to an equitable transition for Iwi/Māori.
- 4 The next chapter (*Chapter 20: Policy direction for a fair, inclusive and equitable transition*) then goes on to look at the policy and systems needed to support a fair, inclusive, and equitable transition.
- 5 The importance of ensuring an equitable transition for Iwi/Māori was a key theme during consultation, emphasised across Iwi/Māori submissions. We heard a range of concerns, including:
 - **Te Tiriti o Waitangi/The Treaty of Waitangi:** Concerns were raised that climate action which fails to comply with the Treaty will compound historic grievance, further disadvantage Iwi/Māori, and fail to achieve an equitable transition.
 - **Te ao Māori:** We heard that tikanga and mātauranga Māori need to be recognised as equal, particularly in the following areas: the Treaty Partnership, climate leadership, and the science and knowledge base we draw from to address climate change.
 - **Whenua Māori (taonga tuku iho):** Many Iwi/Māori are concerned that climate action will compound historic grievances and further obstruct Iwi/Māori from exercising rangatiratanga, mana motuhake, and kaitiakitanga. Iwi/Māori have a whakapapa connection to whenua, and it is important that government understands land-use decision making from a te ao Māori view.
 - **The Māori economy:** We heard that action which constrains Māori-collectives from exercising rangatiratanga and mana motuhake over their whenua and other cultural assets, will have flow-on effects that will compound historic grievance and increase disadvantage for Māori-collectives compared with private landowners and corporations.
 - **Local and regional development:** There were calls for a stronger emphasis on local and regional development, which would promote more resilient Iwi/Māori communities, better prepared to respond to environmental and economic shocks.
 - **Disproportionate impacts:** We heard concerns that if existing barriers inhibiting Māori economic development and cultural vitality, which have flow through effects to social and environmental wellbeing, are not addressed, there is a risk climate action will further disadvantage Iwi/Māori – who already experience disproportionate impacts across a range of areas including health, skills and education, employment, and household wealth.
- 6 The sections that follow in this chapter outline the key areas of concern, which are interrelated and must be addressed coherently.

19.1 Te Tiriti o Waitangi/The Treaty of Waitangi

7 During consultation there was unanimous feedback from Iwi/Māori, echoed by some non-Māori submitters, telling us we need to do more to ensure Te Tiriti o Waitangi/The Treaty of Waitangi underpins our advice and recommendations.

8 We heard that all efforts to address climate change must uphold Te Tiriti o Waitangi/The Treaty of Waitangi, and be carried out in partnership with Iwi/Māori, to avoid further inequity as a result of addressing climate change.

9 Our Recommendation 6 in *Chapter 12: Policy direction to create an enabling environment for change*, responds to this feedback.

10 It recommends the Government work with Iwi/Māori to develop a strategy to ensure that the principles of the Treaty are embedded in subsequent emissions reductions plans and includes an evaluation framework outlining agreed accountability milestones and measures.

19.2 Te ao Māori

11 The impacts of climate change transition for Iwi/Māori must be understood from a te ao Māori view.

12 A te ao Māori view is integrated and recognises that the ira tangata (the human realm) exists in an ecosystem. Effective policy design should balance what is good for people, the whenua, water, and climate, as well as protect whakapapa, enhance whanaungatanga, and ensure intergenerational sustainability and prosperity. Aspects of the system should not be considered in isolation from the interrelated parts.

13 Through consultation and submissions Iwi/Māori raised concerns regarding historic injustices, legislative constraints, and other barriers across all levels of local and central decision-making bodies that inhibit the full expression of te ao Māori.

14 Key issues raised in submissions include:

- Climate action needs to take a whole of systems approach to minimise unintended consequences of future action. A te ao Māori view is integrated and tikanga helps to maintain balance across the system. From a te ao Māori view, climate action should be addressed in parallel with wai (water) and whenua (land).
- Tikanga and mātauranga Māori offer insights and solutions to climate change issues that reflect an integrated worldview. Feedback from Iwi/Māori emphasised the need to invest in research and development that will improve access to mātauranga Māori and, in turn, lead to a more equitable knowledge base that Aotearoa can draw upon to inform decision making and policy design.
- Iwi/Māori leadership models are based on tikanga values such as whakapapa, tikanga, and hapū rangatiratanga. Equitable outcomes for Māori will depend on Treaty partnership and climate leadership that ensures the right decision makers are involved, enables tikanga based decision making, and takes an integrated systems approach.

15 Iwi/Māori have a kaitiaki relationship with the taiao, which they exercise as rangatira. As such, Iwi/hapū leadership need to think about land-use options that align with the intergenerational aspirations of their members. Climate change action will compound disadvantage for Māori if it does not address policy, legislative, or other barriers that prevent Māori from exercising their rights under the Treaty.

19.3 Whenua Māori

- ¹⁶ Māori-collectives (e.g., Iwi, hapū, Māori land trusts, Post-Settlement Governance Entities, etc.) with rangatira responsibilities to their taonga tuku iho, have obligations to the whenua, the taiao, and their whanaunga based on whakapapa and tikanga.
- ¹⁷ Tikanga provides guidance to help maintain balance, which can place cultural and commercial limitations on behaviours and decision making, depending on the Iwi or hapū.
- ¹⁸ For example, many Māori-collectives cannot sell land, and some opt to preserve indigenous biodiversity or prioritise other environmental, social, and cultural benefits rather than pursue land uses that would maximise economic gains. This is because their overall aim is intergenerational wellbeing across the whole system.
- ¹⁹ Whenua Māori typically has a large ownership base, and decision making (by either a mandated body or consensus of owners) can be complex and take time due to tikanga or legislative barriers. Some of the challenges for Iwi/Māori managing collectively-owned land include:
- An exponentially increasing ownership base, as land is passed down through generations, related challenges identifying and connecting with owners, and owners' succession.
 - Need for consensus from the majority of owners when making key decisions. This is difficult when they are not known and challenging if owners are not engaged or actively participating in hapū activities.
 - Historic intervention in land ownership, such as land awarded through the Court system to some whānau and not others, or land parcels amalgamated. This causes costly ongoing issues for under resourced whānau, many of whom cannot afford to work through the Māori Land Court processes (cost of surveying, valuation, and identifying and meeting with all the owners) to have their decision-making rights reinstated.
 - Capacity and capability around governance and management.
 - Lack of access to capital for conversion or development.
 - Lack of cashflow to cover operational costs, such as council rates.
 - Lack of access to information and high-quality advice.
 - Barriers to exercising authority over whenua, such as land that is land-locked (land with no reasonable access to it) and long-term leases.
 - Lack of reliable infrastructure to support commercial activity.
- ²⁰ Historic disruptions in whenua Māori ownership and management have meant some Iwi/Māori owners are only recently reinstated to their whenua, in the process of being reconnected, or are waiting for incumbrancers to be removed (e.g., recent settlements and expiring leases). This includes unjust acquisition, confiscation, and Crown imposed management that sold land, committed land in perpetual leases, or locked Iwi/Māori into industries such as forestry or agriculture.
- ²¹ Many of these Māori-collectives, who have been denied access to their whenua and associated benefits for many years, will initially prioritise connecting with owners/members to co-design culturally appropriate strategies moving forward. They may also prioritise building capability and resourcing to manage existing operations.
- ²² Some of these entities will be asset rich but cash poor and experience significant barriers to low-emissions economic development. This includes lack of access to quality information, advice, resourcing, and lack of access to the capital required to change land use, improve land management practices, or invest in other low-emissions options.

- ²³ Te Puni Kōkiri (TPK) research has indicated that Māori whenua is underutilised (defined in terms of hectares and capital value). Government policy needs to address barriers for Māori landowners, as identified by TPK, and provide resources to enable Māori to realise opportunities, including the transition to a low-emissions economy.
- ²⁴ Iwi/Māori feedback from submissions stressed that outcomes will be inequitable for Iwi/Māori if these basics of Māori collectively-owned land are not understood and factored in to policy design and decision-making. This will also be the case if Iwi/Māori are not supported with adequate tools and enablers to participate in climate change decision-making, planning, and action.
- ²⁵ Another concern that was raised is the excessive amount of whenua Māori, acquired by the Crown through historical injustices, that now counts towards national assets, infrastructure, conservation lands and carbon sink.
- ²⁶ Settlement redress falls well short of the value of those assets and does not factor in the time value of money, or the cost of opportunities denied to the hapū. Iwi/Māori expressed concerns that while Māori assets are retained for the national benefit, with little or no benefit to the hapū, the contribution is uncompensated and unrecognised.
- ²⁷ Historic inequities are often compounded through contemporary policy, legislation, and regulations. For example, local council powers to classify whenua Māori returned in settlement as reserve land, which perpetuates the disconnection from rangatiratanga.
- ²⁸ The Resource Management Act (RMA) also enables local government to classify whenua Māori (taonga tuku iho) as Significant Natural Areas (SNAs).
- ²⁹ We heard from Iwi/Māori that this practice undermines Iwi and hapū rights to exercise rangatiratanga, which includes developing land to restore traditional uses or to address competing priorities to meet the needs of the hapū and the haukāinga – such as housing, food sovereignty, economic development, and environmental initiatives. This means SNA classification on Māori-collective land threatens Iwi and hapū sustainability and cultural vitality.
- ³⁰ The impacts of SNA restrictions on Māori-collectively owned whenua significantly reduces the returns to owners, compared with SNAs allocated on privately owned land.
- ³¹ To prevent further disadvantage and inequality, the Government should work in partnership with Iwi/Māori to understand the issues and identify the barriers that restrict Māori from exercising rangatiratanga and kaitiakitanga in their transition to a low-emissions future.
- ³² Iwi/Māori should also be supported to quantify their emissions profile, to understand their contribution to the national emissions profile, including from confiscated conservation lands. Without a full account of the Iwi/Māori contribution to our national emissions profile, it will very difficult to design equitable policy.
- ³³ Submissions feedback was largely supportive of a developing a Māori emissions profile. However, some submitters stressed that this should not be a government-owned tool, rather that the Government should work with Iwi and support them to build the data within their takiwā to align with Māori data sovereignty and rangatiratanga.

19.4 The Māori economy

- ³⁴ The term 'The Māori Economy' captures a broad range of inputs which includes Iwi entities, Māori trusts and incorporations, Māori Authorities, Māori self-employed, and Māori employers.
- ³⁵ For the purposes of this report, we refer only to the component of the Māori economy comprised of Māori-collectives (definable by Iwi and hapū entities (such as PSGEs), Māori trusts and incorporations, and Māori Authorities).
- ³⁶ As noted previously, in addition to whenua Māori being managed in accordance with tikanga and whakapapa, they are also subject to various legislation and regulations, which are often at conflict with Māori cultural values.
- ³⁷ Whenua Māori and associated operations account for a significant portion of the Māori-collectives asset base. For this reason, and because whenua Māori has been the target of numerous government initiatives over the years, Māori-collectives are heavily invested in primary industries (forestry, fisheries, agriculture), and tourism.
- ³⁸ These industries inherently require large capital outlay and associated commitments, or long lifecycles (e.g., production forestry) that lock in Māori-collectives. Whenua retained by Māori-collectives or returned in settlement is typically taonga tuku iho, which, for cultural reasons, is very rarely sold.
- ³⁹ Landowners that do not have a whakapapa connection to land have the flexibility to sell up and exit an industry. However, tikanga Māori is not equally recognised in legislation, and therefore Māori-collectives that operate in accordance with their rangatiratanga and kaitiakitanga rights, do not compete on a level playing field within our domestic economy.
- ⁴⁰ For many Māori-collectives, it is difficult to raise capital, and this presents another barrier to economic advancement. Typically, the objective for Māori-collectives is to retain the whenua for future generations so it cannot be used as collateral for development. This can be very limiting for Māori-collectives that are asset rich but cash poor.
- ⁴¹ Over the years central and local government have driven regional planning initiatives that have constrained development, and in some instances, restricted development to singular industries.
- ⁴² We heard from Iwi/Māori that these initiatives (for example, designating Taupō and Queenstown for tourism) constrained productivity, disrupted local supply chains, reduced employment or replaced skilled employment with low-skilled employment. This has left some communities, particularly Māori communities, vulnerable to shocks.
- ⁴³ Zoning restrictions can enshrine this rationale and constrain Iwi/Māori from using land in a way that aligns with traditional kainga and kaitiaki models. These models focus on developing resilient communities able to withstand shocks while fostering sustainability and prosperity in alignment with the needs of a growing population.
- ⁴⁴ We also heard a lot of feedback from Iwi/Māori specific to particular sectors, as well as suggestions for more equitable and/or more sustainable policy options. We have taken this feedback on board in our sector specific policy direction.
- ⁴⁵ As Aotearoa transitions to a low-emissions society, the Government should work in partnership with Iwi/Māori to identify options that enable Māori-collectives to compete on a level playing field. This can be done by taking into account the cultural and legislative constraints, which, combined, stifle Iwi/Māori economic development and will likely lead to an inequitable transition for Iwi/Māori.

- ⁴⁶ The Government should also make suitable tools and enablers available to assist Iwi/Māori to an equitable economic transition. This would include resourcing to build Iwi/Māori capability and capacity, enabling Public-Māori Partnerships to ensure Iwi/Māori are able to participate in new infrastructure, low-emissions investments, and social procurement.
- ⁴⁷ Addressing existing barriers for Māori-collectives is essential for an equitable transition. However, the Māori economy also presents an opportunity for Aotearoa to learn from Iwi/Māori leadership. The Māori economy is driving kaupapa Māori values and innovative land-use models that can lead to more sustainable low-emissions outcomes.

19.5 Local and regional development

- ⁴⁸ Māori communities are traditionally structured on the kāinga model, which promotes local productivity and supply chains and builds resilience into communities. COVID-19 demonstrated the strength of Iwi/Māori communities. It also highlighted areas of vulnerability to environmental and economic shocks.
- ⁴⁹ Co-investment in local and regional low-emissions development with Iwi/Māori would build more resilience into Iwi/Māori communities, and support an equitable transition to low-emissions productivity and better prepare communities to adapt to climate change.
- ⁵⁰ Sufficient capability, capacity, and resourcing will be critical for successful co-investment in local and regional low-emissions development.
- ⁵¹ Iwi and hapū must be able to actively participate in council planning processes, such as long-term plans. This includes ensuring they have a clear understanding of their rights, and of the levers available to them to assert rangatiratanga and kaitiakitanga – as guaranteed under Te Tiriti o Waitangi/The Treaty of Waitangi.
- ⁵² At the same time, local government staff must be able to understand Iwi and hapū rights and the tikanga of the tangata whenua within the rohe, in the context of relevant legislation. This is particularly important for obligations set out in Treaty settlement legislation.

19.6 Disproportionate impacts

- ⁵³ As a priority, the Government needs to address existing barriers resulting from historical injustices. These barriers systematically deprive Iwi/Māori of equitable outcomes in the areas of health, education, employment, household wealth, and land use.
- ⁵⁴ During consultation we heard that to achieve an equitable transition, the Government needs to take into account the way historic injustices have led to disproportionate impacts for Iwi/Māori which is evidenced in the following statistics:

19.6.1 Skills and education

- ⁵⁵ A 2019 report from Business and Economic Research Ltd. (BERL), *Education Awa: Education Outcomes for Māori*, identified that Māori experience persisting inequalities in education and skill levels, influenced by the cumulative effects of colonisation and structural systems that advantage non-Māori.
- ⁵⁶ The report shows that more Māori leave school without gaining a level of qualification that will enable them to access higher levels of education, compared with non-Māori. The flow-on effect is that Māori are overrepresented in lower-skill jobs than non-Māori.

- 57 These jobs are more likely to have low job security and be subjected to automation. Also, advances in technology (for example, robotics) could replace a lot of manual based labour – particularly in horticulture and production forestry.
- 58 As the Government takes measures to reduce emissions, this will influence the labour market; jobs will be created, eliminated, substituted or transformed. Education and skills are linked to accessing high-income jobs.
- 59 Comprehensive education and labour market policies that support Iwi/Māori to develop relevant skills will be needed to ensure Iwi/Māori transition equitably. This is also related to Recommendation 24 in *Chapter 17: Policy direction for agriculture*.
- 60 It is important that Crown initiatives, and Māori-led decision making and investments, give consideration to the opportunities new and emergent technologies will create, as well as the disproportionate representation of Māori in labouring jobs.

19.6.2 Whānau Māori households

- 61 During consultation many Iwi/Māori raised concerns that action to address climate change could have disproportionate impacts on whānau Māori who are in low-income households.
- 62 The 2018 BERL *Income Inequity Gap* report showed average incomes for Māori are significantly less than for all New Zealanders.
- 63 At 50 years of age, Māori on average earn nearly \$15,000 less than non-Māori a year. There is also a major wealth disparity between Māori and total New Zealanders; the mean value of individual Māori net worth is \$204,000 compared to \$411,000. This is a difference of \$207,000.
- 64 These income and wealth gaps mean that it is likely to be more difficult for Māori in lower-income bands to uptake low-emissions technology if not given the support to transition.
- 65 The BERL report also found that there has been a significant increase in the Māori population and workforce. While the Māori population has increased by 30%, compared to 8% in the non-Māori population, the Māori workforce has increased by 40%, compared to 8% of non-Māori. These increases are set to continue.
- 66 'By Māori for Māori'-led solutions and actions tailored to each region to reflect economic, social, and cultural needs will be important to support an equitable transition for Iwi/ Māori.

19.7 Equitable and proactive partnership with Iwi/Māori

- 67 The key themes and concerns we heard from Iwi/Māori during consultation stem from inadequate recognition of Te Tiriti o Waitangi/The Treaty of Waitangi. An enduring transition to a thriving, climate-resilient, low-emissions Aotearoa can only be achieved with more deliberate effort to address the way Aotearoa gives effect to the Treaty and the Crown-Māori relationship.
- 68 The recommendation in this section is focused on creating a strong foundation to underpin our national efforts to address climate change. The efficacy of government action will be enabled or constrained by the supporting structure and systems in place to implement the strategy and take action to achieve the outcomes identified.
- 69 The recommendation focuses on ensuring that key decision-making bodies at every level of the system are enabled with the appropriate framing, capability, and capacity to collaborate with Iwi/Māori through a te ao Māori view to address the issues raised by Iwi/Māori for an equitable transition.

Recommendation 26

An equitable transition for Iwi/Māori

In the context of the transition to a low-emissions society, we recommend that central and local government work with Iwi/Māori to develop a mechanism to build authentic and enduring partnerships that results in:

1. Recognition and active protection of Iwi/Māori rights and interests.
2. Equitable decision-making with Iwi/Māori at all levels, through Māori representation on local, regional, and national bodies, and robust engagement and consultation process with Iwi/Māori.
3. Equitable access for Iwi/Māori to information, resources, services, and funding.
4. The development of climate change policy that draws on mātauranga Māori as well as western science.
5. Equitable outcomes for Iwi/Māori in alignment with Iwi/Māori aspirations for intergenerational wellbeing.
6. The embedding of the He Ara Waiora Framework throughout the development of climate change related policies.

19.8 Enablers to advance a Māori-led approach to an equitable transition for Iwi/Māori and the Māori economy

⁷⁰ Effective Te Tiriti o Waitangi/The Treaty of Waitangi partnership upholds the principles of the Treaty through actions such as co-decision making, co-design, and effective and competent governance.

⁷¹ Due to historic inequities, Iwi/Māori are often resource constrained (in terms of time, finances, information, etc.) and inundated with competing priorities, which creates a significant barrier to participation.

⁷² Participation is critical to ensure an effective partnership. To support this, inequity across all aspects of the system will need to be addressed.

19.8.1 Enablers to support Iwi/Māori

⁷³ The Government needs to ensure that Iwi/Māori have the tools and resources they need to participate in the transition to low emissions. Māori-led solutions and initiatives will be important.

⁷⁴ Tools and enablers that would support an equitable transition for Iwi/Māori include:

- Access to relevant information made available in te reo Māori and in English
- Equitable access to education and skills to support low-emissions jobs and industries
- Support to transition to higher-paid, low emissions jobs to ensure whānau Māori are not locked into low-paying jobs that will have a flow through effect on the ability for their households to adopt low-emissions technologies
- Funding for Iwi/Māori-led initiatives that support whānau to transition, e.g., low-emissions waste and recycling options, and infrastructure to enable Māori communities, particularly remote and rural communities, to have their own energy supply
- More Māori-led regional and local low emissions development

19.8.2 Enablers to support Māori-collectives within the Māori economy

- 75 There is a diverse range of Māori-collectives who participate in the Māori economy. Some of the larger Iwi and well-established Māori land trusts are sufficiently resourced to participate in transitional activities.
- 76 However, many Māori-collectives are significantly under resourced so the combination of existing barriers and resourcing constraints will significantly impact their ability to participate and experience an equitable transition.
- 77 The Government should also consider ways to create an enabling environment, for example to give flexibility to Māori-collectives with pre-1990 forests on their whenua (see Recommendation 25 in *Chapter 18: Policy direction on forests and other carbon stocks*).

19.8.3 Establishing a Māori emissions profile

- 78 There was large support across Iwi/Māori submissions (including 94% support through the 100 Coastie Voices submissions) for government to support Iwi/Māori to develop their own Māori emissions profile.
- 79 Throughout engagement and consultation Iwi/Māori expressed frustration at the inequity in the evidence and information used to inform policy. Some Māori-collectives, in particular, felt there was no accessible tool to quantify how much Iwi/Māori already contribute to national emissions reductions.
- 80 Māori-collectives expressed that taonga taken from their hapū, by the Crown, and used for conservation purposes, hydro-energy generation, our carbon sink, and other eco-system services provide a national benefit yet there is no corresponding recognition or compensation to the hapū who have lost out intergenerationally.
- 81 In addition, legislation and regulations such as grandparenting the introduction of nitrate discharge allowances and SNA restrictions, compound historic grievance and further disadvantage Māori-collectives who are already operating in accordance with tikanga Māori and exercising their rangatira and kaitiaki roles.
- 82 Some Māori-collectives, particularly Iwi whose redress assets included a large allocation of fisheries quota but minimal whenua, will be significantly more disadvantaged compared with Iwi who were able to retain their whenua for use in forestry.
- 83 Based on these concerns Iwi/Māori identified the need for a Māori emissions profile through engagement. This was tested more broadly through consultation and received a lot of support.
- 84 An important caveat was that in alignment with Māori data sovereignty initiatives, tikanga, and commercial sensitivity, this should not be a tool owned or controlled by government. Rather the Government should support Māori-collectives, particularly Iwi, to work within their takiwā to develop their own tool and data source.
- 85 This could be used internally by Iwi to improve decision making and emissions management, and could support information sharing with government to more effectively manage emissions.
- 86 Other tools and enablers that would support an equitable transition for Iwi/Māori include:
- Removal of legislative and other barriers that disadvantage Māori-collectives
 - Recognition of tikanga Māori and kaitiaki operating models in our policy and legislative environment to enable Māori-collectives to operate in a more competitively neutral domestic environment

- Access to funding to support Māori-collectives who are not economically enabled to access quality information, capability, and other resources necessary to participate in an equitable transition
- Access to funding for Iwi/Māori to remediate contaminated land
- Access to quality advice and information that supports governance and operational decision making
- Opportunities to enable Māori-collectives to participate in new low-emissions infrastructure where there is a direct link between the whenua being utilised and the Iwi/hapū with mana whenua
- Time and flexibility to ensure new policy developed to address climate change does not unfairly disadvantage Māori-collectives or compound historic grievance
- Use of tax instruments and policy levers to alleviate existing disadvantage for Māori-collectives and support an equitable transition
- Recognition of Iwi and hapū whenua that was acquired by the Crown and contributes towards national emissions reductions

Recommendation 27

A Māori-led approach to an equitable transition for Iwi/Māori and the Māori economy

We recommend that the Government work with Iwi/Māori to develop a strategy to advance a Māori-led approach to an equitable transition for Iwi/Māori and the Māori economy. The strategy should focus on:

1. Removing existing barriers that disadvantage Iwi/Māori particularly where they undermine the principles of Te Tiriti o Waitangi/The Treaty of Waitangi, compound historic grievance, and/or prevent Iwi/Māori from an equitable transition.
2. Creating opportunities and mechanisms for Iwi/Māori to actively participate in co-decision making, co-design, investment in infrastructure and new clean technology, knowledge contribution, and leadership as Aotearoa takes action to address climate change.
3. Funding research and development in mātauranga Māori to enable developing policy, strategy, technology and innovation to be informed from an equitable knowledge base.
4. Making funding available to assist Iwi/Māori that are not economically enabled to transition equitably.
5. Including timebound measures for progress for each of the elements of the strategy.

Recommendation 27

Provisional progress indicators

1. Government to start working with mandated representatives for Iwi and other relevant Māori collectives to determine an approach to support Iwi/Māori collectives to build an emissions profile within their respective takiwā that quantifies total Iwi/Māori contribution to national emissions and emissions reductions, including hapū lands that were taken for conservation purposes and allocated to SNAs (Significant Natural Areas), by no later than 30 June 2022.

19.9 Other policy considerations

- ⁸⁷ In addition to tools and enablers that can support an equitable transition, Iwi/Māori expressed that if existing behaviours and legislative barriers that compound disadvantage are not addressed, they cannot be confident that Government's efforts to address climate change will be equitable.
- ⁸⁸ To prevent further disadvantage, submitters offered a range of suggestions to guide policy development. Some of these are captured in Box 19.1 below.

Box 19.1: Suggestions from submitters to guide policy development, to prevent further disadvantage for Iwi/Māori

Ensure policies do not disrupt or apply limitations to whānau aspirations for land use

Policies need to align with tikanga

Put marae and hapū at the heart of solutions and policy design

Incentives to protect the indigenous forest on Māori land

Consider payment for eco-service systems

Explore carbon sink opportunities that hapū can benefit from

Provide opportunities for Iwi to tender in infrastructure investment

Rights and interests of tangata whenua are recognised in all policy relating to climate change solutions particularly where they will impact wai and whenua

Transport policy needs to consider improving options for rural areas not just in the major cities

Historically the Crown used unfair policies to acquire Māori land, need to ensure new policies do not disadvantage Māori