

**HE POU A RANGI – CLIMATE CHANGE COMMISSION
APPENDICES TO THE RESPONSE TO THE WAITANGI TRIBUNAL’S WAI 3325 CLIMATE
CHANGE PRIORITY INQUIRY**

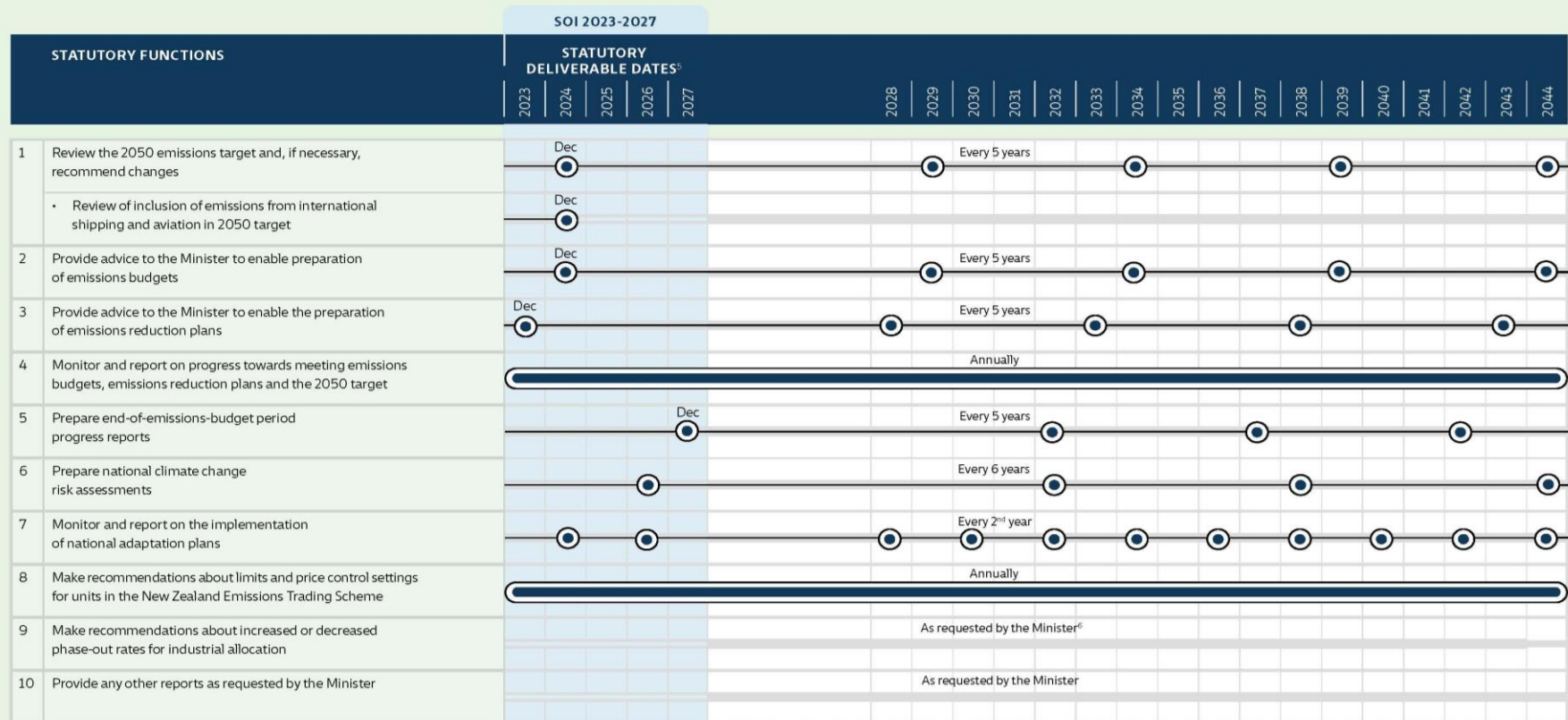


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CLIMATE CHANGE PRIORITY INQUIRY**

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APPENDIX C – TE WHAKATAU MATUA STATEMENT OF INTENT 2023-2027: STATUTORY FUNCTIONS AND DELIVERABLES MAPPED THROUGH TIME

FIGURE 1:
OUR STATUTORY FUNCTIONS AND DELIVERABLES MAPPED THROUGH TIME



5 These dates reflect the latest time by which the deliverable must be provided. In some cases, there is also the possibility of the Commission providing advice at other times under certain circumstances.
6 Increases must be decided before the start of the emissions budget period in which they will apply from 2026 onwards; and decreases before the start of the year in which they will apply from 2031 onwards.

APPENDIX D – TE WHAKATAU MATUA STATEMENT OF INTENT 2023-2027: STRATEGIC FRAMEWORK AND OUR ROLE IN THE CLIMATE SYSTEM

FIGURE 5:
STRATEGIC FRAMEWORK

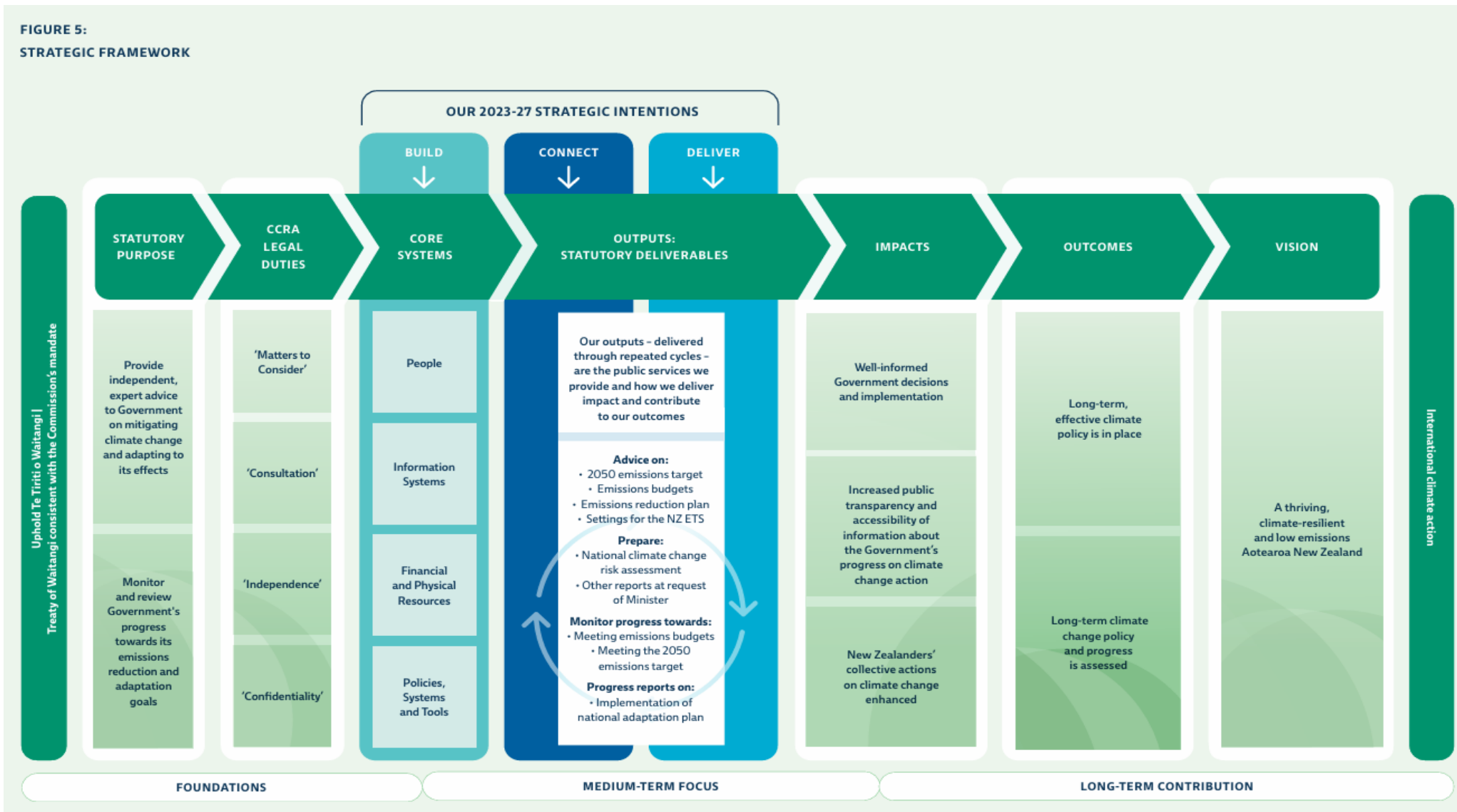
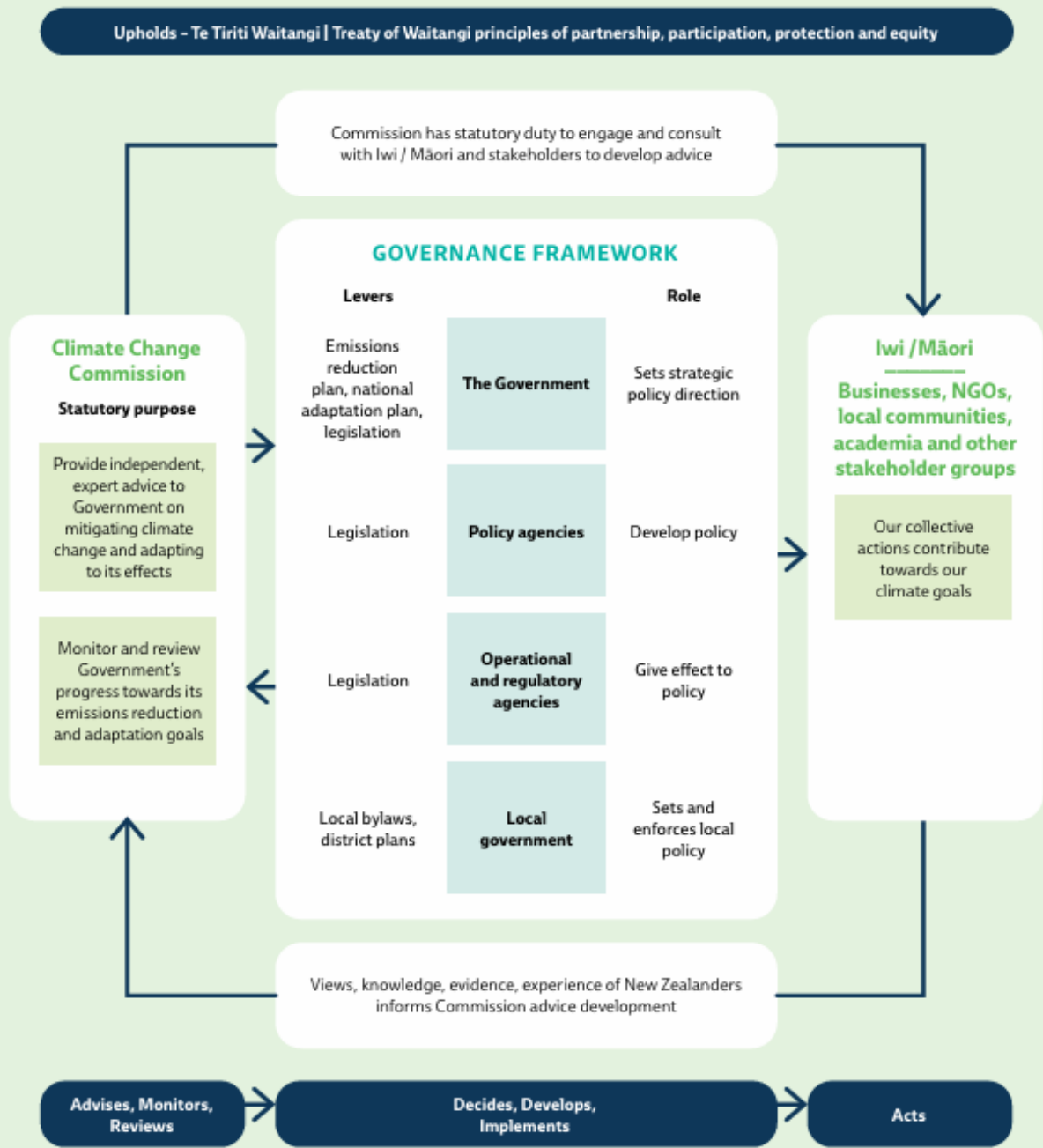


FIGURE 3:

OUR ROLE IN AOTEAROA NEW ZEALAND'S CLIMATE POLICY AND ACTION SYSTEM



Te Tiriti o Waitangi: position statement and action plan

Position Statement

We embrace Te Tiriti o Waitangi in how we operate as an organisation — not just in what we advise, but in how we work.

We are guided by these principles of Te Tiriti o Waitangi — *Tino Rangatiratanga, Partnership, Participation, Protection and Equity*¹ — recognising their potential to shape how we work and strengthen our ability to reflect Māori² voices and perspectives in our advice.

Our responsibilities are informed by the Climate Change Response Act³, which sets expectations for how He Pou a Rangi considers the impacts of climate change on Māori, reflects Māori perspectives in its advice, and recognises and respects the Crown’s responsibility in giving effect to the principles of Te Tiriti o Waitangi.

In line with these expectations, we build a high-performing organisation where everyone feels respected, supported, and connected to a shared purpose. We build a workplace culture grounded in tikanga mahi of *manaakitanga, whanaungatanga, and kotahitanga*, where all staff are confident in their roles, clear in their responsibilities, and empowered to contribute meaningfully.

By working in this way, we will be better positioned to contribute to a climate-resilient, low-emissions future for Aotearoa.

¹ Though there are several principles of Te Tiriti o Waitangi, these are the five that are chosen to guide He Pou a Rangi in how we work.

² ‘Māori’ for the purposes of this position statement and action plan means – iwi and hapū as Tiriti partners, including those whose varied interests may be represented by a range of legal entities. The various pieces of advice and reports we prepare and publish often benefit from and are more effective with targeted partnership and engagement with Māori sectors. Therefore, though not Tiriti partners, for us ‘Māori’ also includes, but is not limited to, whānau, marae, and Māori owned/controlled collective or individual social, cultural, economic or environmental initiatives, asset holdings, entities and/or sector interests (e.g. forestry, seafood, agriculture).

³ 3A - Treaty of Waitangi (Te Tiriti o Waitangi) – *In order to recognise and respect the Crown’s responsibility to give effect to the principles of the Treaty of Waitangi...*

Where the Minister requests advice to fulfil their obligation under section 3A, He Pou a Rangi will provide the requested advice utilising, but not limited to, obligations under section 5M – *In performing its functions and duties and exercising its powers under this Act, the Commission must consider, where relevant, (f) the Crown-Māori relationship, te ao Māori (as defined in section 5H(2)), and specific effects on iwi and Māori.*

Action Plan

Introduction

This Action Plan supports the implementation of He Pou a Rangi's Te Tiriti o Waitangi (Te Tiriti) position statement.

Tikanga mahi/Workplace culture

The Action Plan is underpinned by tikanga mahi, a workplace culture explained below.

Manaakitanga | Kindness, hospitality

"He aroha whakatō, he aroha ka puāwai - If kindness is sown, then kindness is what you shall receive".

Manaakitanga is an expression of respect and appreciation for others. It means to boost (aki) the intrinsic value (mana) of others. In the context of He Pou a Rangi, this can apply to the way the organisation acknowledges and values its staff and how it interacts with iwi, Māori and stakeholders.

Whanaungatanga | Strengthening connections

"He hono tāngata e kore e motu, kāpā he taura waka e motu – A human bond cannot be broken, unlike a canoe rope which can be severed."

Whanaungatanga is the principle and the action of building connections between people. It is usually applied to kinship connections, but it can also be applied to a group of people who are brought together for a common purpose. Whanaungatanga strengthens an individual's and organisation's support network, and in this instance, it can increase a person's understanding of He Pou a Rangi's Te Tiriti position statement and how to demonstrate this.

Kotahitanga | Unity

"Ehara taku toa i te toa takitahi, he toa takitini – My strength is not as an individual but as a collective".

Kotahitanga, derived from the word kotahi (one), expresses the desire for He Pou a Rangi to deliver on its Te Tiriti o Waitangi commitments. This will take time, patience, and ongoing action. The practice of manaakitanga and whanaungatanga will support the goal of everyone embracing Te Tiriti o Waitangi within He Pou a Rangi.

Guiding Te Tiriti principles and Action Plan

He Pou a Rangi must consider the Crown-Māori relationship, te ao Māori and the Treaty of Waitangi/Te Tiriti o Waitangi in its advice and recommendations to the Government. This section provides a high-level Action Plan to implement Te Tiriti principles of tino rangatiratanga, partnership, participation, protection, and equity and the desired outcomes, which aligns with He Pou a Rangi's advice to the Government: Ināia Tonu Nei: a low emissions future for Aotearoa (2021)⁴. Growing the internal cultural capability of staff is essential to its implementation. This Action Plan is multi-year, and annual measures will be developed to monitor and report against.

Using Action 3 as an example, the actions in the tables below can be developed further into work programmes as relevant for individuals, teams, and/or He Pou a Rangi:

Actions	Action Measures	Outcome	Outcomes Measures
3. Develop a Māori engagement strategy so He Pou a Rangi can better collaborate with Māori, and understand their climate strategies, adaptation plans and initiatives.	<ol style="list-style-type: none"> 1. Strategy completed and endorsed by Pou Herenga and leadership 2. Number of Māori stakeholders consulted during development 3. Inclusion of mātauranga Māori principles in the strategy 	Advice informed by meaningful engagement	<ol style="list-style-type: none"> 1. Percentage of advice papers referencing Māori perspectives or mātauranga Māori 2. Independent review of advice quality from an Ao Māori lens 3. Māori stakeholder feedback on relevance and impact of advice

⁴ <https://www.climatecommission.govt.nz/our-work/advice-to-government-topic/inaiia-tonu-nei-a-low-emissions-future-for-aotearoa>

Te Tiriti principle	Outcome	What success looks like	Actions we can take
<p>TINO RANGATIRATANGA</p> <p>Article 2 guarantees hapū tino rangatiratanga (full chieftainship, self-determination and mana motuhake) over their lands, homes and taonga (treasures).</p>	<p>He Pou a Rangi provides climate change advice that takes into account Māori⁵:</p> <ul style="list-style-type: none"> i. aspirations for their land, resources and taonga ii. tino rangatiratanga iii. perspectives iv. mātauranga (Māori knowledge) v. rights and interests, and vi. being able to achieve equitable decision-making, access, outcomes, and transition.⁶ <p>The advice He Pou a Rangi provides supports hapū and iwi to exercise their kaitiakitanga (guardianship) and make their own decisions over their lands, homes and taonga concerning climate change.</p>	<p>He Pou a Rangi is aware of the impacts of climate change on Māori and what Māori are doing regarding climate change action around the motu.</p> <p>Staff at He Pou a Rangi are culturally capable of understanding Māori perspectives on climate change action.</p> <p>He Pou a Rangi shares its knowledge and resources with Māori.</p> <p>With permission from Māori, He Pou a Rangi’s knowledge of Māori climate strategies, adaptation plans and initiatives inform its work for all New Zealanders.</p>	<ul style="list-style-type: none"> 1) Maintain/access an up-to-date database of hapū and iwi and their rohe/areas of interest, and Māori business/industry sectors. 2) Provide relevant resources, data, knowledge, and perspective to support Māori to develop and implement their climate action plans. <p><i>1) Additionally, refer to Partnership actions (3 – 6)</i></p>

⁵ Capacity constraints for Māori and He Pou a Rangi practically means that what is taken into account is a representative sample of ao Māori views. Publicly available ao Māori views to assist He Pou a Rangi in preparing advice will be captured in the Mātauranga Framework (Action 12)

⁶ Recommendations 26 & 27, p 334, <https://www.climatecommission.govt.nz/our-work/advice-to-government-topic/inaia-tonu-nei-a-low-emissions-future-for-aotearoa>

Te Tiriti principle	Outcome	What success looks like	Actions we can take
<p>PARTNERSHIP</p> <p>The principle of partnership stems from Article 1 of Te Tiriti, which gave the Crown the right to govern (kāwanatanga) balancing with tino rangatiratanga expressed in Article 2. The Crown and Māori are expected to act in good faith toward each other, particularly on decisions that affect Māori.</p> <p>Climate change disproportionately affects Māori communities, so a Māori worldview must be considered across all the work of He Pou a Rangi.</p>	<p>He Pou a Rangi develops advice for the Government informed from their meaningful engagement with Māori.</p> <p>He Pou a Rangi maintains a mutually beneficial relationship with Māori, which contributes to strengthening the Crown-Māori relationship.</p>	<p>He Pou a Rangi engages with Māori in good faith, without pre-determined outcomes and seeks to share perspectives, knowledge and resources.</p> <p>Māori voices, Te Tiriti o Waitangi and mātauranga Māori are embedded in climate change advice that can then inform Government policies and plans.</p>	<p>3) Develop a Māori engagement strategy so He Pou a Rangi can better collaborate with Māori, and understand their climate strategies, adaptation plans and initiatives.</p> <p>4) Implement the Māori engagement strategy in a way that is meaningful, respectful and enduring. E.g. Form partnerships with Māori that outline shared goals, decision-making and resource commitments</p> <p>5) Where possible and practicable, co-design advice with Māori and ensure they are adequately resourced to partner with He Pou a Rangi on advice.</p> <p>6) Maximise the role of Pou Herenga as a strategic connector and cultural advisory group.</p>

Te Tiriti principle	Outcome	What success looks like	Actions we can take
<p>PARTICIPATION</p> <p>The principle of participation comes from Article 3 of Te Tiriti, which promises Māori the same rights and privileges as British subjects. This includes involvement in public decision-making.</p>	<p><i>Refer to outcomes in the 'Tino Rangatiratanga' principle.</i></p>	<p>Appropriate to their position, kaimahi (staff) at He Pou a Rangi understand Māori perspectives on climate change action.</p> <p>He Pou a Rangi creates meaningful opportunities for Māori to participate in its work (<i>refer to above Partnership section</i>).</p>	<p>7) Each kaimahi is encouraged and supported to develop a cultural capability plan suitable for their role, capacity and capability building. Each plan includes examples of how to consider and implement role specific implementation actions that align with Te Tiriti o Waitangi principles.</p> <p>8) An organisational cultural capability plan is implemented that:</p> <ul style="list-style-type: none"> i. creates a culturally safe place for staff to discuss reo, tikanga, and other kaupapa Māori, and ii. encourages and enables staff to work collaboratively in applying Te Tiriti principles to their work. <p>9) Develop and implement an appropriate⁷ nationwide outreach kaupapa designed to encourage climate change conversations among Māori, and to uplift Māori leadership on climate change issues.</p> <p>10) Regular hui/wānanga with Māori climate change leaders.</p>

⁷ 'appropriate' to ensure the design and implementation is within organisational and Māori capacity to support such an outreach.

Te Tiriti principle	Outcome	What success looks like	Actions we can take
<p>PROTECTION</p> <p>The Crown is required to actively protect Māori rights and interests guaranteed under Article 2 of the Treaty. Those interests include natural resources and intangible resources such as reo, mātauranga, and tikanga.</p> <p>Active protection includes a government obligation to focus specific attention on inequities experienced by Māori and, if need be, provide additional resources to address the causes of those inequities. To achieve this the Government needs to work with iwi, hapū, and whānau Māori to ensure sufficient understanding of Māori perspectives so new policies uphold Te Tiriti principle of protection, particularly regarding iwi/Māori rights to exercise rangatiratanga and kaitiakitanga.⁸</p>	<p><i>Refer to outcomes in the 'Tino Rangatiratanga' principle.</i></p>	<p>He Pou a Rangi Māori data sovereignty policy protects mātauranga Māori.</p> <p>In developing its advice He Pou a Rangi utilises a Mātauranga Framework for its initial analysis (and gap analysis) of ao Māori perspectives regarding climate change.</p>	<p>11) Develop and implement a Māori data sovereignty policy that reflects Māori rights and responsibilities concerning their data.</p> <p>12) Using publicly available information, develop and embed a Mātauranga Framework for He Pou a Rangi's initial analysis (and gap analysis) of ao Māori perspectives regarding climate change.</p>

⁸ p 227, <https://www.climatecommission.govt.nz/assets/Inaia-tonu-nei-a-low-emissions-future-for-Aotearoa/Inaia-tonu-nei-a-low-emissions-future-for-Aotearoa.pdf>

Te Tiriti principle	Outcome	What success looks like	Actions we can take
<p>EQUITY</p> <p>The principle of equity stems from Article 3 of Te Tiriti/the Treaty, which grants Māori equal rights as New Zealand citizens who then have equal opportunities and outcomes concerning climate change action.</p> <p>The Government satisfies its obligations under the principle of equity, closely linked to the principle of active protection, by reasonably ensuring iwi/Māori do not suffer inequity through government actions or omissions. Government should work with iwi/Māori to promote equitable outcomes in alignment with iwi/Māori aspirations for intergenerational wellbeing.⁹</p>	<p>He Pou a Rangi produces advice that recognises the disproportionate impact climate change has on Māori communities.</p> <p><i>Refer to outcomes in the 'Tino Rangatiratanga' principle.</i></p>	<p>All staff are aware and understand the disproportionate impacts of climate change on Māori communities due to a combination of geographic, socio-economic, cultural and historical factors.</p>	<p>13) A review protocol is developed to ensure any advice on climate change appropriately considers the disproportionate impact climate change has on Māori.</p>

⁹ Ibid.

APPENDIX F – NATIONAL CLIMATE CHANGE RISK ASSESSMENT 2026¹⁰

Summary of how consideration for iwi / Māori shaped the project methodology for the 2026 National Climate Change Risk Assessment for Aotearoa New Zealand (the NCCRA26), including how Ngā mea hirahira o te ao Māori was factored into the NCCRA26

1. Our “Summary of method” report (the **Method Report**) for the NCCRA26 identifies that one of the key lessons learnt from the 2020 NCCRA report (undertaken by the Ministry for the Environment) was the absence of sufficient consideration and integration of matters related to iwi/Māori.
2. The Method Report outlines the key themes from the lessons learned and the key adjustments He Pou a Rangi made.¹¹ A key lesson learned was:

Te ao Māori: There was general agreement in the feedback that matters related to iwi/Māori were not sufficiently considered or integrated in the first assessment. An early intention to include a specific te ao Māori domain did not eventuate. Some iwi/Māori content was included but there was a shared view among Māori experts and those who worked on the assessment that this was insufficient. In response, researchers from Manaaki Whenua Landcare Research and Ngā Pae o te Māramatanga Māori Centre of Research Excellence completed an independent kaupapa Māori climate risk assessment, Huringa Āhuarangi, Huringa Oranga in 2021.

3. A key adjustment made was:

Enhanced consideration and integration: The second assessment includes a dedicated te ao Māori domain with seven specific risks. The same researchers at Manaaki Whenua Landcare Research (now part of the new Bioeconomy Science Institute) and Ngā Pae o te Māramatanga were contracted to independently complete analysis for this domain. These researchers also worked with the Commission to support greater integration and consideration of iwi/Māori in the other domains. Engagement with Māori was also enhanced as part of the Commission’s dedicated iwi/Māori engagement strategy. These actions have strengthened the assessment and helped to address the Commission’s responsibility under section 5M(f) to consider te ao Māori and specific effects on iwi and Māori.

4. The Method Report outlines that He Pou a Rangi commissioned independent kaupapa Māori climate risk expertise from Manaaki Whenua and Ngā Pae o te Māramatanga led by Dr Shaun Awatere, and describes how He Pou a

¹⁰ <https://www.climatecommission.govt.nz/our-work/adaptation/national-climate-change-risk-assessments/2026-national-climate-change-risk-assessment>

¹¹ At 6-7, table 2.2.1.

Rangi staff worked with them to integrate findings from Ngā mea hirahira o te ao Māori into He Pou a Rangi's NCCRA26 analysis:¹²

The Commission sought to strengthen consideration of te ao Māori in the assessment by including a new domain analysing seven specific risks to iwi/Māori. The domain name Ngā mea hirahira o te ao Māori translates to 'things of importance in the Māori world'. The Commission also aimed to improve the integration of consideration of iwi/Māori in the analysis of all risks in the assessment.

Researchers from Manaaki Whenua and Ngā Pae o te Māramatanga who completed the independent Māori climate risk assessment in 2021 were contracted to carry out the analysis for Ngā mea hirahira o te ao Māori. This independent assessment involved reviewing recent evidence since 2021 and aligning findings with the Commission's risk assessment framework. It is published in full alongside the Commission's final risk assessment and can be read as a standalone Māori climate risk assessment. The Commission accepts its findings, which are reflected in the conclusions of the risk assessment.

Commission staff also worked closely with the researchers leading the analysis in Ngā mea hirahira o te ao Māori to integrate stronger consideration of iwi/Māori into the assessment of risks in the other six domains. This involved:

- including specific sections in the templates used to gather evidence and assess all risks to capture impacts and considerations for iwi/Māori (see *Appendix 2: Risk assessment template*)
- embedding consideration of iwi/Māori into the assessment criteria used to score the risks for their severity and policy readiness (see *Appendix 3: Risk severity assessment criteria and Appendix 4: Policy readiness assessment criteria*)
- testing emerging findings from the assessment of all domains with researchers leading the Ngā mea hirahira o te ao Māori analysis, and vice versa.

When it came to identifying the most significant risks, the Commission drew from both sets of analysis and tested its approach to identifying te ao Māori risks with the research team leading on Ngā mea hirahira o te ao Māori and the Commission's Pou Herenga (Māori Advisory Board).

5. The Method Report outlines the steps taken for risk identification.¹³ Seven new risks were created in the Ngā mea hirahira o te ao Māori domain. These were consistent with the risks identified in the independent kaupapa Māori risk assessment undertaken by researchers from Manaaki Whenua Landcare Research and Ngā Pae o

¹² At 8-9.

¹³ At 10-11.

te Māramatanga in 2021. The list of risks and how they have changed since the first assessment in 2020 are:¹⁴

2020 short risk title	2026 equivalent	Changes made for 2026 assessment	Full risk statement for 2026 assessment
Ngā mea hirahira o te ao Māori			
Māori wellbeing (two risks in the 'Human' domain)	Loss of access to taonga species	Two Māori wellbeing risks in the 'Human' domain replaced with seven specific risks in the Ngā mea hirahira o te ao Māori domain.	Risks of loss of access to taonga species, including kai and culturally significant plants, due to the effects of climate change.
	Damage to Māori infrastructure		Risks to Māori infrastructure due to climate hazards disrupting access and function, and uneven policy, planning and recovery work.
	Economic losses for Māori in primary industries		Risks of economic losses in Māori primary industries due to climate-related hazards and biosecurity threats.
	Disruption to tikanga and hapū/iwi identity		Risks of disruption to tikanga and hapū/iwi identity due to climate change-related relocation and hazards.
	Loss of indigenous knowledge systems		Risk of loss of Indigenous knowledge systems due to harm to ecosystems and sites of knowledge transfer.
	Legal exclusion and governance failures for Māori		Risk of legal exclusion and governance failures by undermining iwi/Māori authority in climate adaptation.
	Increased Māori health vulnerabilities		Risks of increased climate-related physical and mental health and disability vulnerabilities for iwi/Māori.

6. The Method Report describes the methods and evidence used to score risk severity.¹⁵ Each risk was analysed for whether it has significant impacts on iwi/Māori. The report describes the analytical methodology used for the *Ngā mea hirahira o te ao Māori* domain:¹⁶

As with the risks in the other domains, the starting point for identifying the seven Māori specific risks was the previous assessment, in this case the independent Māori climate risk assessment undertaken in 2021. Six risks were retained from that assessment, and a seventh (risks of legal exclusion and governance failures – identified but not analysed in 2021) was added.

The methodology used to assess these risks for the second risk assessment drew on a qualitative content analysis approach, structured by the risk assessment framework being used by the Commission for the other domains. Each risk was assessed using the risk assessment's standardised template. The analysis to complete these templates followed a support-then-expand approach:

- An initial content analysis was reviewed and strengthened with evidence from additional sources. The primary evidence base for this consisted of peer-reviewed literature since 2021, Waitangi Tribunal submissions, iwi/hapū reports, policy documents and National Science Challenge outputs, particularly from Biological Heritage, Deep South Challenge,

¹⁴ Appendix 1 at 32.

¹⁵ At 12-15 and Appendix 3 at 48.

¹⁶ At 17-18.

Resilience Challenge, Sustainable Seas, Building Better Homes Towns and Cities, and Our Land and Water.

- New content was added only where the original text lacked coverage of emerging issues or unique iwi/Māori perspectives.
- Statements were moderated to ensure accuracy, avoid overstatement, and maintain alignment with both the risk assessment's tone and kaupapa Māori values.

Researchers then applied the risk assessment's four-tier Risk Severity and Policy Readiness scoring scales to the risks in Ngā mea hirahira o te ao Māori domain. These ratings considered impacts on: decision-making, outcomes, and hapū/iwi priorities; the ability to recover within existing or reformed governance settings; the extent to which inequities (intra-Māori) are reinforced or reduced; the degree of exclusion or resourcing of iwi/Māori-led strategies; and the extent to which current policies, plans, and actions will address the risks to iwi/Māori. The analysis was reviewed by Māori reviewers with specialist expertise in each risk area (identified and recruited by Manaaki Whenua).

While the evidence base for analysis of climate change risks to iwi/Māori has increased since the first independent assessment in 2021, significant gaps remain that affect both the analysis of the seven risks in Ngā mea hirahira o te ao Māori domain, and the inclusion and consideration of iwi/Māori in the wider risk assessment. Key gaps in te ao Māori evidence base were elucidated in the full Ngā mea hirahira o te ao Māori report, available on our website.

7. The report uses case studies to better understand how climate change affects Aotearoa New Zealand and how communities are responding. Hearing directly from affected communities is particularly important for understanding climate risks and adaptation, since climate hazards play out differently in different areas, and responses from communities, councils and industries vary widely. In 2025, He Pou a Rangi visited Te Taitokerau/Northland and the town of Kawatiri/Westport. The Te Taitokerau/Northland case study is published as a standalone report.¹⁷ The Kawatiri/Westport case study will be published as a standalone report in May 2026.

Summary of physical, spiritual, cultural, social, health, and economic impacts of climate change on Māori in the NCCRA

8. Our "Priorities for action" report for the NCCRA26 outlines risks in the Māori world, in summary:¹⁸

¹⁷ <https://www.climatecommission.govt.nz/assets/Uploads/NCCRA/finals/Northland-Case-Study-Themes-Summary.pdf>

¹⁸ At 96-100.

- 8.1 Climate hazards interact with longstanding structural factors to create a set of interconnected risks that specifically affect whānau, hapū and iwi. For iwi/Māori, climate change is not only a physical or economic problem. It reaches into identity, language, knowledge, governance and intergenerational wellbeing.
- 8.2 These interconnected risks have been combined in the *Ngā mea hirahira o te ao Māori domain* and have been identified as one of the most significant. Risks include disruption to tikanga and hapū/iwi identity, loss of indigenous knowledge systems, legal exclusion and governance failures for Māori, loss of access to taonga species, damage to Māori infrastructure, economic losses for Māori in primary industries, and increased Māori health vulnerabilities.
- 8.3 These risks are rated as moderate severity now. Without effective adaptation, all will be major by 2050 and remain so in 2090 under a low climate impact scenario. Under a high climate impact scenario in 2090 they will be extreme.
- 8.4 Policy readiness is insufficient for most of these risks (the lowest level), with significant gaps for the risks for Māori in primary industries and Māori health vulnerabilities.

Summary of impacts of climate change on the Crown's Te Tiriti obligations

9. Our "Full assessment report" for the NCCRA26 includes a section on the "Risk to the Crown's ability to uphold Te Tiriti o Waitangi/The Treaty of Waitangi in adaptation governance and decision-making from unclear roles, mandate and resourcing, exacerbated by the increasing frequency and severity of climate hazards".¹⁹ The following extracts are pulled from that section:

- 9.1 Climate change presents a growing risk to the Crown's ability to uphold its obligations to Māori, established by Te Tiriti o Waitangi/The Treaty of Waitangi (Te Tiriti/The Treaty), within adaptation governance. As climate hazards

¹⁹ At 320-325.

intensify, strains on Māori–Crown relationships are likely to face further pressures. Adaptation efforts are likely to be more effective if they enable iwi/Māori to adapt their communities in ways that are consistent with their tikanga and priorities.²⁰

- 9.2 Recent Crown actions in broader environmental policy areas that may be perceived to reduce the roles of iwi/Māori in decision-making, alongside decisions to reduce some funding streams for Māori climate adaptation, may increase the likelihood that iwi/Māori continue to be disproportionately affected by climate change, and that government policies further affect the ability of iwi/Māori to deal with the impacts of climate change.²¹
- 9.3 Failure to uphold Te Tiriti/The Treaty in adaptation governance would have severe and compounding effects for iwi, hapū and whānau. Intensifying hazards threaten marae, urupā (burial grounds), whenua Māori, mahinga kai (food gathering practices and places) and taonga species; exclusion from decision-making over how these hazards are addressed limits the ability of iwi and hāpori Māori (Māori communities) to determine how their communities are protected or, in some cases, potentially relocated.²²
- 9.4 Te Tiriti/The Treaty references are inconsistent across adaptation frameworks ... The 2025 National Adaptation Framework (NAF) sets out that central government establishes standards, regulations and institutional settings while local government leads local responses. The NAF is intended to clarify roles and cost-sharing but it is unclear if or how this will relate to iwi/Māori as the NAF does not include references to iwi/Māori or Te Tiriti/The Treaty. Recent policy changes have removed or reduced targeted funding streams, including those that supported Māori-led adaptation under the 2022 national adaptation plan.²³

²⁰ At 320.

²¹ At 320.

²² At 322.

²³ At 323.

- 9.5 Partnership approaches are discretionary when they don't have legislative foundations. Partnership approaches to adaptation exist in many parts of Aotearoa New Zealand, often driven by decisions and commitments at a local level. However, nationwide, current policies and structures do not ensure the Crown upholds Te Tiriti/The Treaty in adaptation; this can have effects on the Crown–Māori relationship and national capacity to adapt to the effects of climate change. This is in part due to an inconsistent approach to roles and responsibilities split across multiple agencies at both a local and central level, and a lack of clarity regarding the roles of the Crown and Māori in climate adaptation. The current approach lacks strong foundations, such as a legislated mandate for shared decision-making, enduring resourcing for iwi and hapū participation, and accountability mechanisms that drive the positive outcomes that could be realised through the Crown–Māori relationship. Partnership is often discretionary – dependent on local goodwill rather than embedded in law or funding design.²⁴
- 9.6 Through the New Zealand Emissions Trading Scheme (NZ ETS), forestry has played an important role in Aotearoa New Zealand's approach to emissions reduction under successive governments. Many iwi/Māori landowners have registered exotic pine forestry in the NZ ETS. The design of the NZ ETS creates barriers to changing the use of this land (as well as for iwi/Māori landowners of pre-1990 exotic forests). The Forestry risk in this report outlines risks arising from climate change that are relevant to Māori foresters: iwi/Māori will be affected by the risks climate change pose to the forestry sector, including extreme rainfall, windthrow, wildfire and drought. Actions to address risks to forestry as climate hazards intensify are an opportunity for the Crown to demonstrate its commitment to Te Tiriti/The Treaty.²⁵
- 9.7 Inconsistent consultation with iwi/Māori arises from capability gaps across both Crown institutions and local government as well as system design issues. The Crown retains centralised control of adaptation policy while devolving

²⁴ At 323.

²⁵ At 323.

delivery to local authorities that often lack Te Tiriti/The Treaty capability and clear guidance. Engagement with iwi/Māori is often ad hoc and uneven, reliant on local government capacity and political will. Consultation is often transactional, which can lead to participation fatigue for iwi and hapū who have a range of pressing issues that the Crown seeks to engage on, with varied influence over outcomes. Fragmented reforms across resource management and emergency management could create inconsistent obligations and limited accountability. Although some regional partnerships (such as Mana-to-Mana in Otago and Maketū Iwi Collective) demonstrate good practice, these are often because of individual champions rather than system design.²⁶

9.8 The Crown’s ability to uphold Te Tiriti/The Treaty in relation to adaptation governance is at risk. While some local initiatives demonstrate what Te Tiriti/The Treaty-consistent adaptation can achieve, progress remains fragmented and dependent on individual leadership. The Commission has a legislated role to consider the Crown–Māori relationship but does not evaluate or assess potential or alleged breaches of Te Tiriti/the Treaty.²⁷

Summary of Māori engagement on NCCRA26

10. Along with the research resulting in the report *Ngā mea hirahira o te ao Māori*, He Pou a Rangi conducted one-on-one hui with a number of kaupapa Māori entities, and open invitation Zoom hui.

One-on-one hui

11. Key themes from the one-on-one hui were:

11.1 The adaptation-related themes centred on the need for stronger, fairer systems to support Māori and isolated communities before and after climate-driven disasters.

²⁶ At 324.

²⁷ At 324.

- 11.2 Government recovery support is inconsistent, poorly coordinated, and often short-term, leaving communities unprepared for future events.
- 11.3 Effective adaptation requires resourcing mana whenua to participate in planning, integrating mātauranga Māori and historical land knowledge, and ensuring rapid post-emergency decisions still allow community input and accountability.
- 11.4 Funding cuts are eroding the capacity of vulnerable communities to build resilience, while the collapse of the Māori Climate Platform has removed a key mechanism for Māori leadership in adaptation governance. Overall, equitable, community-driven, culturally grounded systems are essential for long-term climate resilience in Aotearoa New Zealand.
- 11.5 Long-term adaptation is constrained by short-term grants, limited access to sustainability education, and challenges around land ownership and management.
- 11.6 Much of the adaptation-focused work centred on building climate resilience for their hapū and marae, lifting Māori participation in local climate networks, and enabling whānau to understand risks and take action.
- 11.7 Key adaptation priorities include raising awareness of climate impacts such as erosion threatening their urupā, restoring mahinga kai, re-establishing native ngahere, and ultimately moving toward off-grid living.
- 11.8 Although some funding has been secured recently, long-term adaptation is constrained by short-term grants, limited access to sustainability education, and challenges around land ownership and management.
- 11.9 Concerns exist about consent processes that allow harmful discharges, fast-tracked developments affecting Māori, loss of taonga species, and the risk of managed retreat from ancestral lands.
- 11.10 The need for sustained resourcing, diverse Māori voices, and stronger Māori leadership in climate planning.

- 11.11 He Pou a Rangi could improve communication through social media, community champions, and education in schools.
- 11.12 The current programme of work for the Māori Research Strategy is building a foundation for Māori-led climate adaptation in the agricultural sector by strengthening mātauranga Māori, expanding Māori research capability, and developing decision-making tools grounded in mauri, whenua, and wai.
- 11.13 Exploring of how farm systems can adapt through diversified land use, maramataka-aligned farming, wetland restoration, alternative feeds, and GIS/mātauranga-based modelling, while also addressing barriers such as limited Māori research pathways, low engagement in agricultural science, financial constraints on Māori landowners, and the pressures of maintaining profitability under climate and regulatory change.
- 11.14 Integrating mātauranga Māori enhances resilience, supports kaitiakitanga, reconnects people with culture, and helps communities respond holistically to climate impacts, especially as events like Cyclone Gabrielle shift priorities toward caring for people and land. Future work aims to deepen mātauranga-driven adaptation research, build metrics for emissions and land-use decisions on Māori land, and improve communication pathways so that practical, trusted climate information reaches Māori farmers and communities directly.
- 11.15 Complex and uneven climate risks facing whenua Māori, including differing cultural perceptions of risk, major gaps in accessible and reliable data, and the high exposure of Māori land to coastal and waterway hazards. Significant barriers to adaptation, such as difficulty accessing capital, restrictive or poorly designed funding criteria, and post-disaster support that often fails to account for the realities of Māori land tenure. Many blocks face compounding challenges; historic underdevelopment, fragmented ownership, limited Land Use Capability, and reliance on leased operations that may become unviable under climate or emissions pressures.

- 11.16 Climate impacts like erosion, land-use change after Cyclone Gabrielle, and the need for retreat or adaptation are further complicated by collective ownership and aspirations to return to the land. Despite providing biodiversity and cultural value, Māori landowners struggle to receive fair recognition or income for these benefits, and options like native forestry are often financially inaccessible. Adaptation for whenua Māori requires tailored policy settings, equitable funding mechanisms, better data infrastructure, and approaches that reflect collective ownership, cultural values, and long-term intergenerational stewardship.
- 11.17 Longstanding structural issues exist, such as land alienation, marginalisation, and rural isolation, intensify climate risks for Māori communities, cultural infrastructure, and whenua. However, there are iwi-led adaptation successes like emergency preparedness work and wetland restoration. Effective national adaptation requires Māori involvement in decision-making, recognition of Māori knowledge and leadership, and integration of local and regional insights into the national risk picture.
- 11.18 Methodology has improved though concerns remain about limited direct engagement, stressing that Māori climate risks are place-based, tied to marae, whenua, and isolated communities, and cannot be fully understood through desktop analysis alone. Key risks highlighted included forestry, horticulture, water infrastructure failures, biodiversity loss, and weaknesses in emergency management systems, alongside the need for decision-making that honours Te Tiriti and protects Māori mandates.
- 11.19 Importance of deeper collaboration, leveraging existing Māori-led research, and ensuring that the implications of the NCCRA26, particularly the requirement for government to respond to Māori as a priority risk, are clearly communicated to whānau, hapū, and iwi.

Iwi/Māori NCCRA Webinar, 19 March 2025

12. He Pou a Rangi held a webinar for Iwi/Māori on the NCCRA26. He Pou a Rangi staff presented on the NCCRA26 and then the meeting was opened up to participants for questions.
13. The kōrero centred on how He Pou a Rangi will uphold a Te Tiriti-based approach in the NCCRA, ensuring Māori aspirations and risks are meaningfully recognised in future adaptation planning. Participants sought clarity on how Māori-specific risks, such as impacts on mahinga kai, cultural infrastructure, and cascading environmental changes, will be weighted, and He Pou a Rangi noted it is still developing its methodology but is building templates to capture significant, compounding, and culturally specific impacts.
14. The discussion highlighted real-world climate pressures already affecting Māori livelihoods, such as warming seas disrupting aquaculture, and emphasised the need to integrate regional and local government assessments into national work. Participants stressed the importance of including marae, urupā, sites of significance, and Māori perceptions of risk, drawing on existing research such as the Deep South Challenge. He Pou a Rangi affirmed it will gather broad evidence, build on previous assessments, and continue improving cultural capability and engagement to ensure Māori risks, opportunities, and knowledge systems are fully reflected in national adaptation planning.

Zoom hui on NCCRA, 19 May 2026

15. He Pou a Rangi hosted a Zoom hui specifically for Māori on the NCCRA26 with tailored messaging and findings, and opportunity for whānau to ask questions about the findings and how it may relate to them.

Further engagement opportunities

16. The focus on further NCCRA26 engagement is collaboration and kanohi ki te kanohi. He Pou a Rangi intends to work closely with willing iwi/Māori groups to identify opportunities to share insights from the NCCRA26 with whānau, hapū and iwi. He Pou a Rangi also aims to meet more whānau, hapū and iwi kanohi ki

te kanohi, in their rohe, focusing on areas that have recently been heavily impacted by the extreme weather.

APPENDIX G – ETS SETTINGS ADVICE²⁸

Context

1. The scope of this annual advice is narrow – the CCRA sets out the scope of recommendations we must provide, which are about technical updates to NZ ETS settings in regulations to keep it aligned with current budgets and targets.
2. The advice does not make recommendations on broader issues such as reform of the NZ ETS, the place of the NZ ETS in the government’s climate strategy or Aotearoa New Zealand’s level of ambition.
3. This narrow scope informs our approach to s 5M(f) factors for this work. For example, we focus on identifying people who are interested in engaging with us at a relatively technical level on NZ ETS issues.

Section 5M(f) in the NZ ETS settings advice

4. In the NZ ETS settings advice, there are two layers to our approach to section 5M(f) matters:
 - 4.1 Identifying where s 5M(f) issues are relevant to the method for developing the unit limits and price control settings recommendations.
 - 4.2 Developing understanding of iwi/Māori perspectives on and interactions with the NZ ETS in a wider sense, and how they are shaped by the Crown–Māori relationship, te ao Māori and specific effects on iwi/Māori.
5. We cannot directly address these issues in the NZ ETS settings advice – but they are important context, and we provide some (limited) commentary on them in the report.
6. This also helps inform other advice He Pou a Rangi gives that relates to the NZ ETS – such as advice on emissions reduction plans and emissions reduction monitoring.

²⁸ https://www.climatecommission.govt.nz/assets/ETS-advice/2026/ETS-Settings-2026-Full-Report_web.pdf

Engagement

7. Engagement is a key mechanism by which we identify s 5M(f) issues relevant to the NZ ETS settings advice. We aim to talk to people and entities who are directly interacting with the NZ ETS:
 - 7.1 Iwi/Māori organisations participating in the NZ ETS.
 - 7.2 Consultants or technical advisors specialising in advising iwi/Māori organisations on NZ ETS matters.
8. A key challenge remains identifying people who are interested in engaging with us on NZ ETS issues at a relatively technical level. Since 2023 we have engaged with between three and five iwi/Māori entities each year, as part of roughly 20 total targeted engagements each year.

Issues raised in engagement on our 2026 NZ ETS settings advice

9. For our 2026 NZ ETS settings advice, the matters we engaged with iwi/Māori on included approaches taken by iwi/Māori entities involved in forestry to their decision-making on their units in the NZ ETS and the impacts of recent government announcements.
10. Engagement feedback provided important context about how the interaction of iwi/Māori with the NZ ETS is affected by the specific characteristics and historical circumstances of land owned by Māori.
11. Our advice summarises what we heard from iwi/Māori:²⁹

Consistent with other market participants, we heard that recent policy changes have eroded confidence in the NZ ETS and made investment in forestry less attractive. Those we spoke to reported that planting plans by iwi/Māori had been scaled back as a result, with potential flow-on impacts which could affect Māori in the workforce and in businesses associated with forestry, such as nurseries.

We heard there are longer-running issues with the NZ ETS, including its inability to provide stable incentives for decision-making over the multi-generational timescales which may be important for iwi/Māori.

²⁹ At 47.

We heard that there was opportunity in the exemption of some types of Māori land from the new Land Use Capability (LUC) class restrictions on registering land into the NZ ETS. However, this would still be hindered by the long-standing challenges for collectively owned land in accessing finance and NZ ETS administration requirements.

We also heard that the NZ ETS can impede iwi/Māori responses to the environmental harm caused by extreme weather events. Specifically, NZ ETS liabilities can impose barriers on transitioning land from production forestry to native forestry. These issues are particularly relevant in the Tairāwhiti region, where iwi/Māori are significant land holders, there is a large area of highly erodible land, and significant land-use change has been proposed.

Although this advice is limited in scope to recommending the NZ ETS unit limits and price control settings specified in the Act, the Government should consider these broader issues as part of other processes.

Specific issues affecting Māori relating to the NZ ETS

12. Our advice covers our current knowledge of the impacts of the NZ ETS on iwi/Māori, which include:³⁰
 - 12.1 Likely disproportionate exposure to emissions pricing due to over-representation of emissions-intensive sectors, including primary sectors in the Māori economy.
 - 12.2 Barriers to transitioning land and other assets to lower-emitting activities, including land-locked or hard to access land, fragmented ownership, limited access to capital, legislative constraints on use, development and divestment of whenua Māori and no economically viable alternative land uses.
 - 12.3 The significance of forestry within the Māori economy and workforce leading to outsized potential impacts of government decisions on the NZ ETS on iwi and Māori landowners.
 - 12.4 Some recent evidence of diversification of the Māori economy to include service sectors that may be less exposed to the impacts the NZ ETS price than some primary sector activities.

³⁰ At 84-85.

How these messages and issues have factored into our NZ ETS settings advice

13. Our advice factors in these issues by:

- 13.1 Acknowledging the impacts of recent low and volatile emissions prices, poor carbon market sentiment and low confidence in government climate policy on the incentives for forestry planting, including for iwi/Māori foresters.
- 13.2 Advising the government to follow an approach with a strong focus on rebuilding market confidence. Following this approach will help avoid further unsettling the carbon market and further eroding confidence and investment incentives for foresters and emitters in the NZ ETS.
- 13.3 Advising the government to start a process to address structural issues with the NZ ETS (beyond the scope of the ETS settings advice) and that since reforming its structure can impact hapū, iwi and Māori landowners around Aotearoa New Zealand any such process should include consistent consideration of Te Tiriti o Waitangi/The Treaty of Waitangi and Treaty principles. Such an approach will support effective participation and leadership by iwi/Māori and the ability to address specific circumstances, challenges and impacts.

APPENDIX H – MONITORING REPORT: EMISSIONS REDUCTION (2025)

1. In July 2025, we released “Monitoring report: Emissions reduction, Assessing progress towards meeting Aotearoa New Zealand’s emissions budgets and the 2050 target”.³¹ Chapter 5 of the report is “Whakahekenga Rehukino”, which assesses the progress, risks and further opportunities in emissions reduction actions centred on iwi/Māori.³² We have also published a summary of Whakahekenga Rehukino.³³
2. The report's key points on Māori are:
 - 2.1 Our analysis and engagement found many examples of iwi/Māori taking steps to reduce emissions.
 - 2.2 There are opportunities to support hapū-led inclusion of mātauranga Māori in climate action.
 - 2.3 The key mechanism through which the Government looks to build a climate response partnership with iwi/ Māori – the Māori climate platform – is inadequately funded and it is uncertain it will continue beyond June 2026.
 - 2.4 Access to capital and constraints on developing and managing Māori land remain a barrier to Māori contributing fully to the market-led transition to a low emissions economy.
 - 2.5 There is a risk the Government’s measures to address energy hardship will not address the specific circumstances for Māori households.
3. On Māori engagement, the report said:³⁴

This year, our approach evolved to include engagement with a broad range of stakeholders who shared their time and whakaaro with us, covering representatives from a Māori-led climate action organisation, a Māori trust, Te

³¹ <https://www.climatecommission.govt.nz/our-work/monitoring/emissions-reduction-monitoring/erm-2025>; and CCRA, ss 5J(f), 5ZJ-5ZL.

³² At 60-67.

³³ <https://www.climatecommission.govt.nz/assets/Monitoring-and-reporting/ERM-2025/Monitoring-report-Emissions-Reduction-whakahekenga-rehukino-summary.pdf> (English); and <https://www.climatecommission.govt.nz/assets/Monitoring-and-reporting/ERM-2025/Monitoring-report-Emissions-reduction-whakahekenga-rehukino-te-reo.pdf> (te reo Māori).

³⁴ At 61-62.

Tumu Paeroa, and members of a Māori research strategy and partnerships team engaged in agricultural emissions reduction. Through the engagement process, we heard concerns about the future of the Māori climate platform and the lack of a plan to support Māori-led climate action, opportunities for hapū-led integration of mātauranga Māori into climate action, the impacts of Māori underrepresentation in science, and barriers and difficulties accessing capital to develop whenua Māori. The perspectives and insights shared with us through the engagement process helped inform the direction of this analysis.

4. Other chapters of the report also considered barriers, opportunities and impacts for Māori and commented on these where appropriate. Examples include:

4.1 The Impacts and Benefits chapter noted: "There are a range of specific impacts for iwi/ Māori. This includes slightly larger negative impacts from emissions pricing than for non-Māori households, and greater risk from economic transitions. Particular interests in agriculture and forestry could also result in a range of impacts for iwi/Māori".³⁵

4.2 The Energy, Industry and Buildings chapter noted: "There are already successful community energy projects led by iwi/Māori, and several groups have shared with us their aspirations to build independent renewable energy supplies"; and "There are specific barriers for iwi/Māori including legislative restraints on whenua Māori and access to capital, underrepresentation in high skill jobs in infrastructure, and higher average implied interest rates for Māori businesses. There are also opportunities for iwi/Māori; for example, investment in renewable generation and the creation of local jobs".³⁶

4.3 The Transport chapter noted: "Many Māori businesses operate in freight dependent sectors like agriculture, forestry, seafood and food-processing sectors. Iwi/Māori often face greater difficulty accessing capital and higher borrowing costs, making it harder to decarbonise".³⁷

4.4 The Agriculture chapter made "Support for Māori farm businesses" one of its five areas of attention for the government to address: "There are complexities around Māori collective land ownership structures and governance that can

³⁵ At 70.

³⁶ At 81 and 83.

³⁷ At 100.

limit the ability of these landowners to raise capital that would enable on-farm practice changes, implementing on-farm emission reductions, or changing land use. Greater support for Māori farm businesses and Māori solutions would help them, and the wider sector, to reduce on-farm emissions and transition to low-emissions land uses".³⁸

4.5 The Waste and F-gases chapter noted as an opportunity: "addressing current inequities that limit the ability of iwi/Māori groups to apply and effectively compete for waste minimisation funding by establishing a proportion of contestable funding for initiatives led by iwi/Māori".³⁹

4.6 The Removals chapter noted on forests: "Several Māori entities identified ongoing issues around accessing capital; eligibility for funding due to small and fragmented parcels of land; and a reluctance to burden future generations with NZ ETS-associated land management costs and limited options for alternative land uses. The capacity to respond to policy changes and access to information are also challenges. There are few incentives for planting indigenous species over exotics in the NZ ETS".⁴⁰

5. As part of the Emissions Reduction Monitoring and National Adaptation Plan Progress Assessment for 2026, two virtual wānanga were held. The November 2025 wānanga had a wide range of participants (~26). What He Pou a Rangi heard was:

5.1 **Exercising rangatiratanga** is about communities taking action and moving forward in ways that support whānau and hapū needs and aspirations. Can be a fraught concept, blanket explanations are not possible, and He Pou a Rangi must be clear about how we use the term.

5.2 **Barriers and enablers** are two sides of the same coin. Some key areas discussed include:

³⁸ At 113.

³⁹ At 123.

⁴⁰ At 130.

- (a) **Data:** Scattered across a range of places, difficult for marae or hapū researchers to access government and council data. Hapū are often used to generate data, but not easily able to access it. Value investing in infrastructure to support collection and sharing of data in ways that align with principles of Māori data sovereignty.
- (b) **Pūtea:** Hard to access funds to support adaptation and mitigation work, including at the hapū/marae level. Small and fragmented pockets of pūtea, not enough to sustain the level of action required. Money that is available is often tied to restrictive criteria.
- (c) **Government processes and partnership:** Top-down, one-off consultation is a barrier to progress. Fails to build trust and ongoing relationships, and is not able to meaningfully reflect hapū priorities. Need genuine power sharing with iwi/hapū.
- (d) **Capacity and capability:** Need to support development of capacity and capability within whānau, hapū and communities. Need to create spaces to share and learn from each other. Strong desire to use the skillsets that exist within the community already, rather than relying on scientists and contractors from outside.
- (e) **Being action oriented:** Many examples of communities across the motu getting on with it and “just doing it”. Lots of barriers, but important for iwi/hapū to find ways to continue driving change within their rohe, in line with their own aspirations and priorities.

5.3 **Three high-level tohu** acknowledged as a useful starting point:

- (a) Funding allocation for Māori-led climate initiatives;
- (b) Iwi/Māori adaptation plan/emission reduction plan coverage; and
- (c) Māori representation in governance structures.

6. The April 2026 wānanga focussed on pakihi Māori. What He Pou a Rangi heard was:

- 6.1 **Access to finance:** Pakihi Māori are limited in taking climate action because of access to finance (e.g., cannot get lending for water quality monitors).
- 6.2 **Insurance:** Pakihi Māori are facing significant increases in insurance costs and in some cases being denied insurance.
- 6.3 **Contestable funding:** Compliance costs can be so high that pakihi are not going for these funds, different agencies have different requirements and it promotes a culture of going up against one another.
- 6.4 **Opportunities:** There are new opportunities in agriculture and horticulture – how can more pakihi Māori know what these are?
- 6.5 **Transport costs and infrastructure:** Pakihi Māori are impacted by failing road infrastructure, and costs are increasing, but the feeling is that pakihi Māori have not taken up EVs at the same rate as other businesses.
- 6.6 **Doing the mahi:** There are barriers, but pakihi Māori are responding to climate change and in many instances doing it quickly, especially when it comes to emergency response. However, collective ownership structures and restrictions on whenua Māori mean it can take a long time for decisions to be made (but this may bring greater rigor to decision making).

APPENDIX I – NATIONAL ADAPTATION PLAN PROGRESS ASSESSMENT 2024

1. In August 2024, we released “Progress report: National Adaptation Plan, Assessing progress on the implementation and effectiveness of the Government’s first national adaptation plan” (NAPPA24).⁴¹
2. There is a specific chapter in NAPPA24 (Chapter 4: Te pae tawhiti, te pae tata) focused on how the first national adaptation plan considers iwi/Māori and te ao Māori and identifies key challenges to adaptation progress for iwi/Māori.

Chapter 4 – Processes and information used for our analysis and advice

3. The processes and information we relied on to inform our analysis and advice included:
 - 3.1 two wānanga – the first with Māori climate researchers looking at potential frameworks for understanding progress from an ao Māori perspective, and the second focused on gathering broader themes from hapori working on climate adaptation at a flax roots level;
 - 3.2 two place-based case studies in South Dunedin and Wairoa;
 - 3.3 drawing on the Maui.tech case-studies and related work previously undertaken by the Commission;
 - 3.4 desktop research, including a review of Māori adaptation work taking place in Aotearoa New Zealand;
 - 3.5 an international literature review of indigenous approaches to monitoring climate impacts and adaptation; and
 - 3.6 various other conversations and engagements with iwi, hapū and Māori.

Chapter 4 – Key contextual points

4. The key contextual points set out in chapter 4 are:

⁴¹ https://www.climatecommission.govt.nz/public/Monitoring-and-reporting/NAPPA-2024/CCC-NAPPA_bookmarked2.pdf; and CCRA, ss 5J(h) and 5ZU.

- 4.1 Climate change will impact iwi/Māori communities differently: the pressure climate change is placing on the natural environment also poses risks to the maintenance and transfer of traditional skills (e.g., around mahinga kai), as well as for tribal identity, wellbeing, and language.
- 4.2 Our analysis and engagement found that iwi, hapū and Māori at a local level are very resilient, however many Māori experience barriers at the individual and household level that make them more likely to be impacted by climate-related hazards.
- 4.3 Many hāpori Māori are preparing to deal with climatic weather events as they increase in frequency and severity. In the face of extreme events, we have seen that many iwi/Māori are already helping lead the response to climate change.
- 4.4 Government has a key role in ensuring all communities are supported to adapt to the unique climate-related challenges they face, and has specific obligations to iwi/Māori under Te Tiriti o Waitangi/The Treaty of Waitangi.

Chapter 4 – Key points on how well the National Adaptation Plan considers te ao Māori

5. Key points on how well the first national adaptation plan considers te ao Māori include:
 - 5.1 Inconsistent efforts were made in applying a te ao Māori lens over different areas of the first national adaptation plan.
 - 5.2 Aotearoa New Zealand does not currently have a clear legislative framework with institutional arrangements that support iwi/Māori to exercise rangatiratanga in adapting to climate change.
 - 5.3 Historic inequities limit the choices iwi/Māori have when adapting their communities to climate change. The national adaptation plan does not focus enough on these challenges.
 - 5.4 The first national adaptation plan lacks specific actions to resource iwi/Māori to increase capability and capacity across general areas of the plan.

Other chapters of NAPPA24 also considered barriers, opportunities and impacts for Māori and commented on these where appropriate

6. Other chapters of NAPPA24 also considered barriers, opportunities and impacts for Māori and commented on these where appropriate. Examples include:
 - 6.1 There are examples of iwi/Māori showing collective resilience to climate impacts. However, some Māori experience barriers at the individual and household level that make them more likely to be impacted by climate-related hazards. For example, a higher proportion of Māori households are at risk of poverty, health disparities and living in poor quality or crowded housing. Climate impacts are expected to further exacerbate these disparities.⁴²
 - 6.2 There are limited actions in the national adaptation plan that are focused directly on reducing the human domain risks for iwi/ Māori. These risks warrant targeted actions so that inequities faced by iwi/Māori are not exacerbated by climate change and the Crown is meeting its obligations to iwi/Māori under Te Tiriti o Waitangi/ The Treaty of Waitangi.⁴³
 - 6.3 He Pou a Rangi has heard consistently through conversations and research that access to capital to support adaptation has been a challenge – including for iwi/Māori.⁴⁴
 - 6.4 Local councils identified the need for an easy to use geospatial risk assessment tool, with reliable data that is regularly updated and is aligned with the needs of iwi/Māori.⁴⁵
 - 6.5 The unique and wide-ranging relationship iwi/Māori have with the land means the flow on effects of poorly managed land can have significant impacts on iwi/Māori. He Pou a Rangi has heard through Maui.Tech case studies that iwi/Māori have a strong connection to the land and often rely on it for sustenance, spiritual wellbeing and economic prosperity. Iwi/Māori hold

⁴² Chapter 5 at 94.

⁴³ Chapter 5 at 98.

⁴⁴ Chapter 7 at 127.

⁴⁵ Chapter 7 at 137.

important roles in the primary industries and, due to the rural nature of iwi/Māori communities, often make up a high proportion of those affected by poor land-use planning.⁴⁶

- 6.6 Marae are extremely important community hubs; however they are not necessarily supported to play a role as an emergency hub. The inclusion of iwi/Māori in formal local government emergency management structures is discretionary, and in some regions is not happening. We also heard that it is often difficult for marae to obtain insurance. This puts more cost on marae to self-insure or incur the costs of damage from an event, despite the vital role they play in supporting their communities.⁴⁷

NAPPA24 recommendations

7. NAPPA24 included nine recommendations for improving the effectiveness of national adaptation planning.
8. Recommendation 3 focused on iwi/Māori-led planning and action:⁴⁸
- 8.1 Ensure iwi/Māori can plan for and carry out adaptation action: We recommend that the legislative framework and institutional arrangements for adaptation include a range of decision-making and funding models, established by central and local government in partnership with iwi/Māori, so that iwi/Māori can plan, carry out and participate in adaptation processes in line with their tikanga and whakaaro tau (priorities).
9. Other recommendations also expressly refer to iwi/Māori, including:⁴⁹
- 9.1 Recommendation 1: We recommend that, in the adaptation framework, the Government set out clear roles and responsibilities at national and local levels including setting out the respective roles of central and local government, as

⁴⁶ Chapter 7 at 146.

⁴⁷ Chapter 7 at 155.

⁴⁸ At 45.

⁴⁹ At 42 and 49.

well as others making decisions on climate adaptation including communities, iwi/Māori, private property owners, insurers and financial institutions.

- 9.2 Recommendation 6: We recommend that the Government prepare a strategy and plan to develop workforce needs related to climate adaptation, and identify the skills and capacity to be developed through the education system, across key professional bodies, and within the science and research system. This should include the needs for: a) iwi/Māori involvement in adaptation design, planning and implementation.

APPENDIX J – 2024 ADVICE ON THE FOURTH EMISSIONS BUDGET (2036–2040) AND REVIEW OF THE 2050 EMISSIONS TARGET, INTERNATIONAL SHIPPING AND AVIATION

Engagement with Māori

10. The two reports held a joint call for evidence and had a public consultation period of eight weeks. During consultation the project teams engaged with iwi/Māori in dedicated events, both ā-tinana and online.
11. The reports noted that “In line with the Commission’s commitment to upholding Māori data sovereignty, all kaupapa Māori submissions, including those related to mātauranga Māori, tikanga, kawa, whakapapa, and/or relationships to whenua, were analysed in accordance with the Principles of Māori Data Sovereignty by Te Mana Raraunga”.
12. Chapter 2 in both reports notes the feedback received from iwi/Māori during the consultation in a number of areas such as adaptation and equity considerations. There are also two sections specific to iwi/Māori that go into detail on the feedback received on:
 - 12.1 The Crown–Māori relationship.
 - 12.2 Resourcing for iwi/Māori initiatives.
13. Chapter 2 notes in response to that feedback: “We have updated how we describe our understanding of specific effects for iwi/Māori, including potential negative impacts for hāpori as well as opportunities presented in the transition to a low emissions economy”.

Advice on the fourth emissions budget⁵⁰

14. The executive summary notes in respect of the Crown–Māori relationship, te ao Māori, and specific effects on iwi/Māori:⁵¹

⁵⁰ <https://www.climatecommission.govt.nz/our-work/advice-to-government-topic/preparing-advice-on-emissions-budgets/advice-on-the-fourth-emissions-budget>

⁵¹ <https://www.climatecommission.govt.nz/our-work/advice-to-government-topic/preparing-advice-on-emissions-budgets/advice-on-the-fourth-emissions-budget/final-report/executive-summary-advice-on-the-fourth-emissions-budget>

We have considered specific effects for iwi/Māori, as well as wider matters relating to te ao Māori and the Crown–Māori relationship. Our assessment recognises the potential benefits presented by the transition to a lower emissions economy as well as the accompanying need to increase resilience to the impacts of climate change. This is based on what we have heard through our recent consultation, as well as earlier engagement and consultations, and from research.

We heard that the Māori economy’s level of investment in land-based activity increases iwi/Māori exposure to climate change, while the higher proportion of lower income households that include Māori may expose iwi/Māori to greater costs or make the transition harder.

We also heard that many iwi/Māori are already helping lead the response to climate change, as tangata whenua, rangatira and kaitiaki. Almost all Māori submitters noted their communities’ existing climate strategies or initiatives to reduce emissions and manage the effects of climate change. There was a call for local and central government to resource these plans and initiatives to support faster emissions reduction, to the benefit of the community, and ultimately all of Aotearoa New Zealand.

Choices made about actions to meet the fourth emissions budget also present opportunities and risks for the Crown–Māori relationship. An effective relationship between iwi/Māori and the Crown and private entities is more likely to lead to effective and durable emissions reductions, avoiding unnecessary delays and costs.

15. Chapter 6 on the impacts on New Zealanders of meeting the fourth emissions budget has a specific section “Considering specific effects for iwi/Māori”.⁵² This section considers the impacts for Māori in detail and includes specific subsections on: “Opportunities and risks for the Māori economy in the transition”, “Complexities of Māori freehold land”, and the “iwi/Māori workforce is changing”.
16. Other parts of our advice also relate to iwi/Māori.

2050 Emissions target, international shipping and aviation content⁵³

17. The introduction to the report includes a table of how s 5M matters were considered which notes that the Crown–Māori relationship, te ao Māori and specific effects on iwi and Māori were “Considered in *Chapter 4: Significant changes since the 2050 target was set*, and in examining impacts in *Chapter 6: Implications of our recommended 2050*

⁵² At 153-156.

⁵³ <https://www.climatecommission.govt.nz/our-work/advice-to-government-topic/review-of-the-2050-emissions-target/2024-review-of-the-2050-emissions-target/final-report>

target and Chapter 9: Implications of including international shipping and aviation emissions.”

18. Chapter 2 on consultation feedback notes:
 - 18.1 Some submissions from respondents who self-identified as iwi/Māori supported increasing the ambition of the target. These submissions highlighted that the cost of action to reduce emissions now would be less than the future costs resulting from current inaction. We have also heard in other engagement about the responsibility to nurture kaitiaki relationships and support a thriving taiao on behalf of past and future generations.
 - 18.2 We also heard from respondents who were concerned about an equitable transition. Because hauora o te taiao and hauora o te tangata are linked within te ao Māori, having a target that enables an equitable transition is important for many iwi/Māori. This is especially relevant when considering the proportion of the Māori economy involved in agriculture and forestry, as any changes to the biogenic methane components of the 2050 target would have direct implications for both of these industries.
 - 18.3 Through consultation, we heard reiterations of the importance of engagement with iwi/Māori, and calls for Aotearoa New Zealand to use a holistic approach to reducing international shipping and aviation emissions, such as through application of mātauranga Māori.
19. Chapter 4 considers whether significant climate-related changes have occurred since the 2050 target was first. It notes that when considering equity implications “we assessed where Māori have been affected differently by climate policy, and considered policies introduced since 2019.” The analysis for this criterion is set out in the chapter and noted it did not find evidence that these issues had changed since 2019.
20. Chapter 4 also notes within its assessment for the principal risks and uncertainties associated with emissions reductions and removals that we considered the “strong connection between forestry and iwi/Māori land ownership, and the relationship iwi/Māori have as tangata whenua to te taiao”.

21. Chapter 6 on the implications of the recommended 2050 target included a specific section on “The Crown–Māori relationship, te ao Māori and the specific effects on iwi and Māori”. This considered the feedback from engagement; Onamata, anamata (impacts on future generations); Māori investments, afforestation, impacts for te taiao, historical land policy, Māori pastoral farming, and the tikanga and cultural values in the development of methane technologies.
22. Chapter 9 on the implications of including international shipping and aviation in the 2050 target included a specific section of “The Crown–Māori relationship, te ao Māori, and specific effects on iwi/Māori”. This considered partnership between the Crown and Māori, impacts on the natural environment and Māori identity, opportunities for Māori investments in forestry and agriculture, connection with whānau living overseas, impacts for Māori exports and tourism, Māori production forestry, and treaty rights to development. Feedback from Māori engagement was also considered in the chapter overall.
23. Chapter 10 on the combined implications of the recommendations from the two reviews noted: “Both reviews found there could be specific impacts for iwi/Māori concerning the forestry and agricultural sectors, as well as potential benefits to te taiao from a te ao Māori perspective. Through engagements we have heard consistently that the impacts of land use on current and future generations, along with equity, and good environmental and social practices, are foundational to decision-making for many iwi/Māori. The combined recommendation is more consistent with these approaches than the individual recommendations”.