



NEW ZEALAND
FOREIGN AFFAIRS & TRADE
Manatū Aorere

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Updating Aotearoa New Zealand's Approach to International Climate Change Negotiations

Public Consultation



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A handwritten signature in blue ink, appearing to read 'James Shaw'.

HON. JAMES SHAW
Minister for Climate Change

Ministerial foreword

This year, many of us have come face to face with the devastating impacts of climate change. The January storms and Cyclone Gabrielle were climate change - related events. The severity of these were made worse by the fact that our global temperatures have already increased by 1.1 degrees.

The science is clear: limiting temperature rise to 1.5 degrees is critical. Without cutting pollution, we will not be able to adapt to the effects of climate change. The losses and the damages from floods, fires, droughts and storms will be overwhelming.

The climate crisis is a threat to our very existence. However, there is still hope.

I believe that tackling climate change is a once in a generation opportunity to build a future that is more equitable, more prosperous, and more innovative – and all within planetary limits. We still have a choice about the future we want. Every tenth of a degree of global warming prevented matters; every tonne of pollution we cut makes a difference; every decision we take counts.

Aotearoa New Zealand is committed to bold, enduring action in the fight against climate change. However we, and our Pacific neighbours, rely on an effective global response. We cannot do it alone. It is only through collective action and shared commitments that the world will rise to the challenge.

We need to come together to act in the collective interest both domestically and internationally. Our ability to influence the global response starts with us being willing to listen to one another here at home. To do that, we need to engage in open conversations about what we want for our future.

Having these conversations at home will help us build a shared understanding of what New Zealanders' climate priorities are. From that strong foundation, our government will be better equipped to advocate for New Zealand values and interests at international climate change negotiations.

That is why it is essential that we hear from you. I want to learn what is important to you and how you want to be represented on the world stage when it comes to climate change.

Your input will inform an updated mandate to guide our participation in the United Nations Framework Convention on Climate Change (UNFCCC) Conference of the Parties (COP) and other international climate fora.

Thank you for taking the time to share your thinking with us.

Have Your Say – Updating Aotearoa New Zealand’s approach to international climate negotiations

We want to hear your views on Aotearoa New Zealand’s approach to international climate change negotiations. Your feedback will inform an updated negotiating mandate which will guide New Zealand’s participation in United Nations climate negotiations and related international fora. Your views will help set our priorities, the principles which guide our approach, and our positions on negotiating issues.

How to make a submission

Visit www.consultation.mfat.govt.nz for details on how to make a submission.

You can answer as many or few of the consultation questions as you wish. You can also choose to make a general comment.

Timeframes

We are accepting submissions between 12 April 2023 and 10 May 2023.

Treaty Partnership

Te Tiriti o Waitangi/Treaty of Waitangi partnership with Māori is critical in our international engagement on climate. The government approaches development of Aotearoa New Zealand climate change negotiation mandates with a view to seeking outcomes that respect and maintain the unique Māori-Crown relationship. Iwi Maori are part of Aotearoa New Zealand delegations to UN climate COP negotiations, and our negotiators consult iwi in advance of COP. The Ministry of Foreign Affairs and Trade welcomes further opportunities to deepen engagement with interested iwi, hapū and Māori organisations. Please contact us at DM-CCD@mfat.govt.nz

Updating Aotearoa New Zealand's approach to international climate negotiations

What is COP?

International climate negotiations at the annual UN climate Conference of the Parties (COP) summit are where the world takes decisions on the global response to the climate crisis and the implementation of the Paris Agreement. As a political meeting of world leaders and ministers, COP is a critical opportunity to build political will and global commitment to climate action, as well as to hold countries to account on their climate actions.

As a negotiating forum, COP agrees next steps for multilateral action on climate change and includes technical discussions that operationalise political decisions.

How does Aotearoa New Zealand participate?

Aotearoa New Zealand prioritises lifting global ambition, supporting our domestic transition, and Pacific resilience. New Zealand's [mandate for COP negotiations](#) is set by Cabinet. This was last endorsed by Cabinet ahead of COP26, in 2021. New Zealand's participation in COP also reflects our [International Climate Change Engagement Plan](#) agreed with Ministers annually. Tokelau participates at COP as part of the New Zealand delegation and is included in the scope of the New Zealand mandate.

Have your say

We are seeking feedback on what Aotearoa New Zealand's priorities should be for COP. We are also seeking views on how we should engage at COP; and views on what New Zealand should be advocating for in relation to some key specific issues on the negotiating agenda.

In Section One, we ask what you think New Zealand should be seeking to achieve through our participation at COP.

In Section Two, we seek your views on how New Zealand should engage at COP.

Section Three outlines specific negotiation issues and seeks feedback on those.

In Section Four, we welcome your general comments and views.

You can answer as many or as few questions as you like.

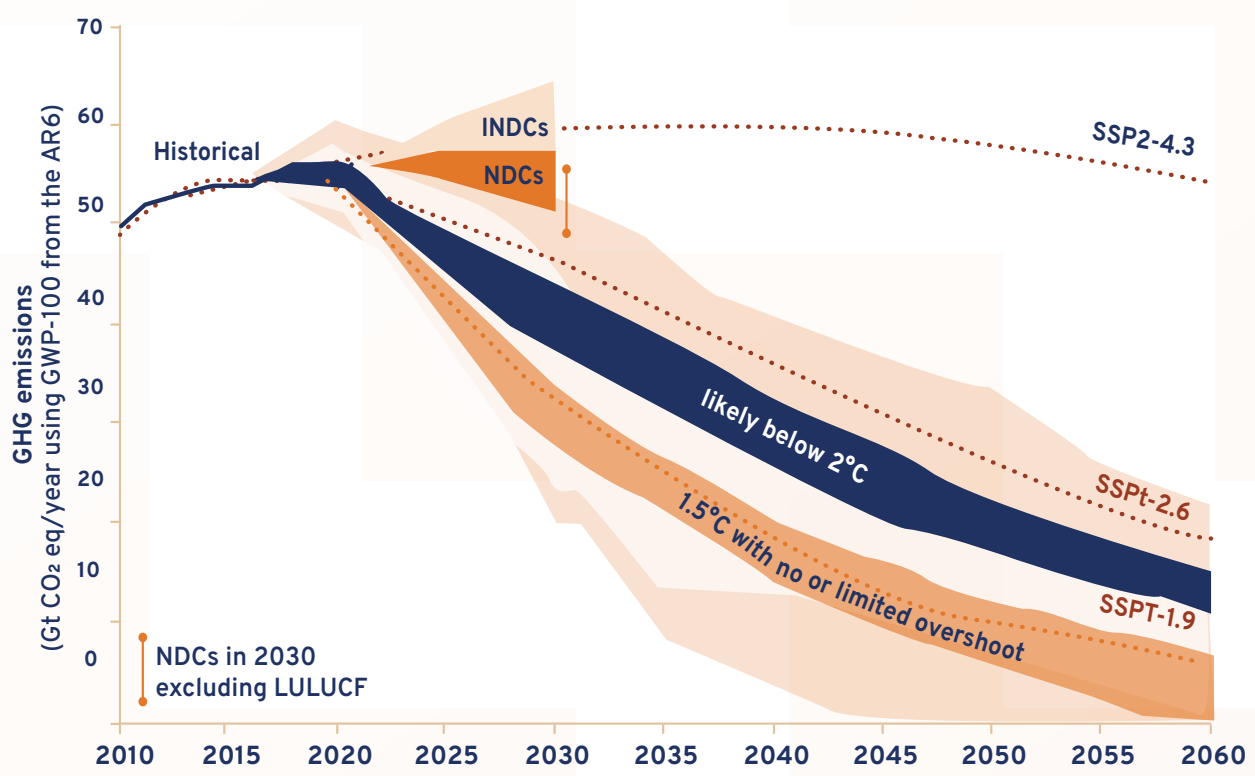
Aotearoa New Zealand playing our part in the global climate response

New Zealand has declared a climate emergency, committing to urgent action on reducing emissions. We were one of the first countries in the world to put the Paris Agreement's global goal to limit warming to 1.5 degrees into law. In 2021, we quadrupled the support New Zealand provides to countries most vulnerable to climate change, with at least half going to the Pacific. We are supporting our farmers and growers to reduce New Zealand's agricultural emissions. We are committed to playing our part to cut global emissions in half by 2030.

The world is off track on the global goal to limit temperature rise below 1.5

We need to see rapid emissions reductions globally – the world is not on track to limit global temperature rise to 1.5 degrees.

GHG Emissions



Credit: UN Climate Change

Globally, including in New Zealand, we are already experiencing the impacts of climate change inaction, including from more frequent and severe extreme weather events. The Pacific is especially vulnerable to climate impacts.

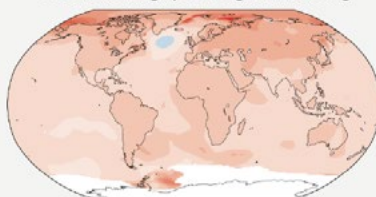
Every increment of global warming steeply increases impacts, risks reaching limits on adaptive capacity, and will increase loss and damage.

With every increment of global warming, changes get larger in regional mean temperature, precipitation and soil moisture

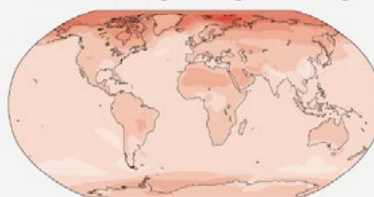
(a) Annual mean temperature change (°C) at 1°C global warming

Warming at 1°C affects all continents and is generally larger over land than over the oceans in both observations and models. Across most regions, observed and simulated patterns are consistent.

Observed change per 1°C global warming



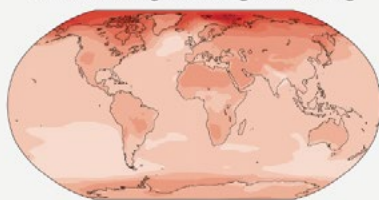
Simulated change at 1°C global warming



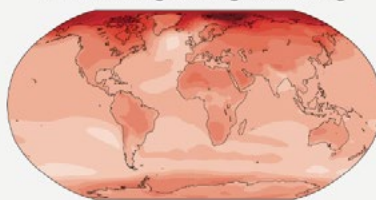
(b) Annual mean temperature change (°C) relative to 1850–1900

Across warming levels, land areas warm more than ocean areas, and the Arctic and Antarctica warm more than the tropics.

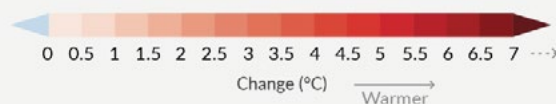
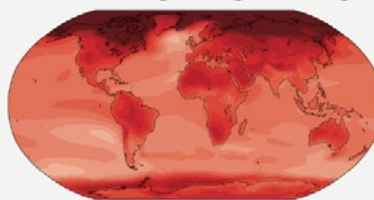
Simulated change at 1.5°C global warming



Simulated change at 2°C global warming



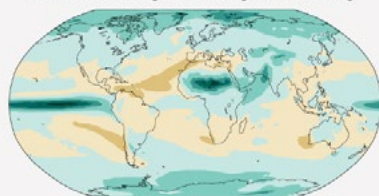
Simulated change at 4°C global warming



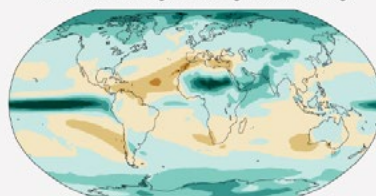
(c) Annual mean precipitation change (%) relative to 1850–1900

Precipitation is projected to increase over high latitudes, the equatorial Pacific and parts of the monsoon regions, but decrease over parts of the subtropics and in limited areas of the tropics.

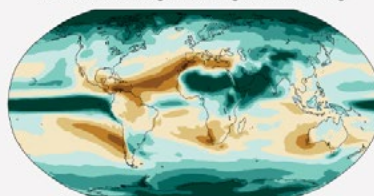
Simulated change at 1.5°C global warming



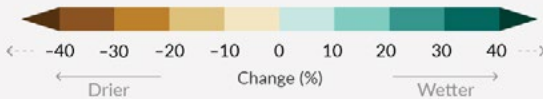
Simulated change at 2°C global warming



Simulated change at 4°C global warming



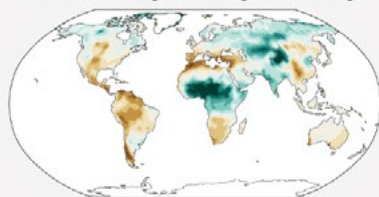
Relatively small absolute changes may appear as large % changes in regions with dry baseline conditions



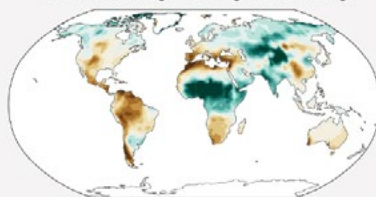
(d) Annual mean total column soil moisture change (standard deviation)

Across warming levels, changes in soil moisture largely follow changes in precipitation but also show some differences due to the influence of evapotranspiration.

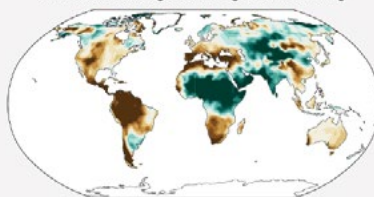
Simulated change at 1.5°C global warming



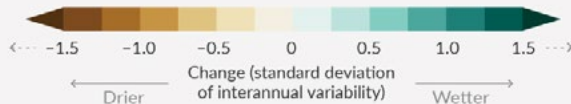
Simulated change at 2°C global warming



Simulated change at 4°C global warming

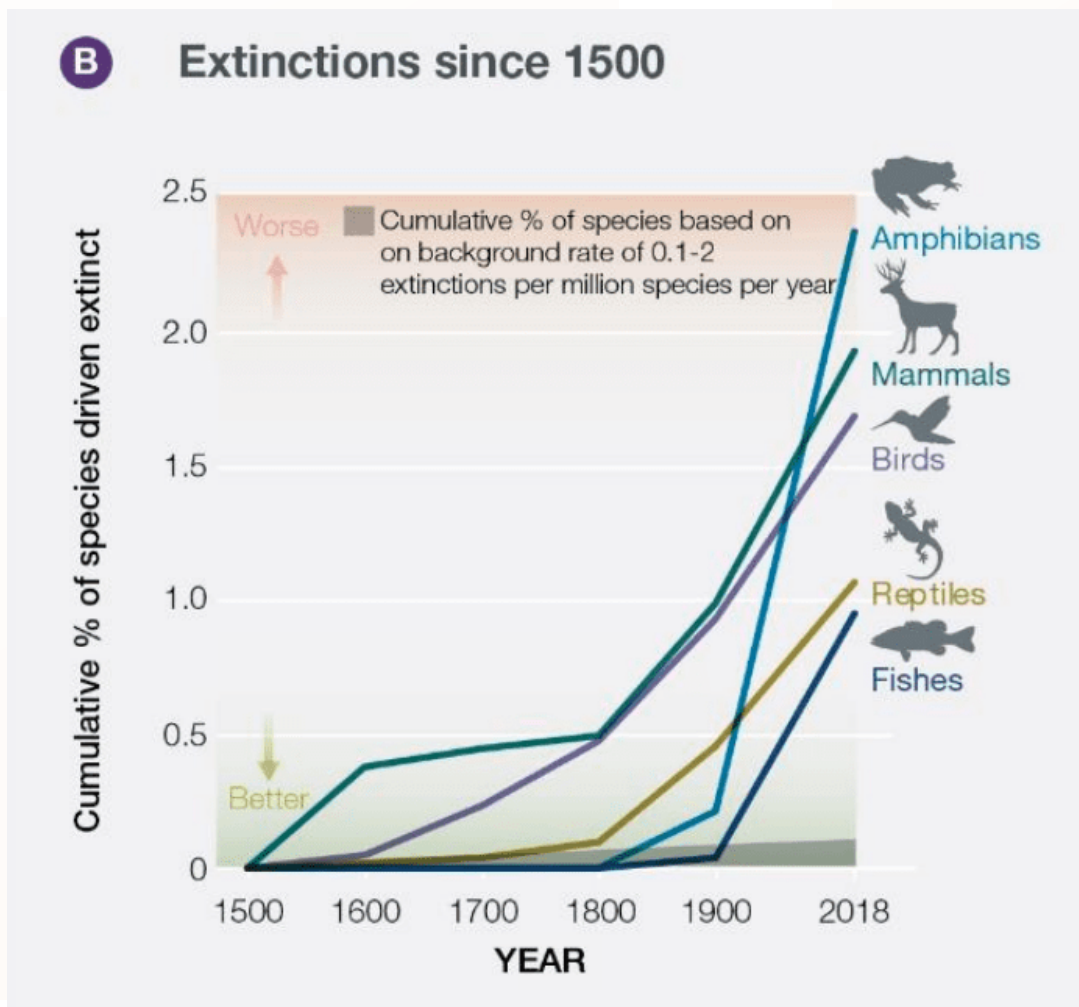


Relatively small absolute changes may appear large when expressed in units of standard deviation in dry regions with little interannual variability in baseline conditions



Interlinked global biodiversity and climate crises

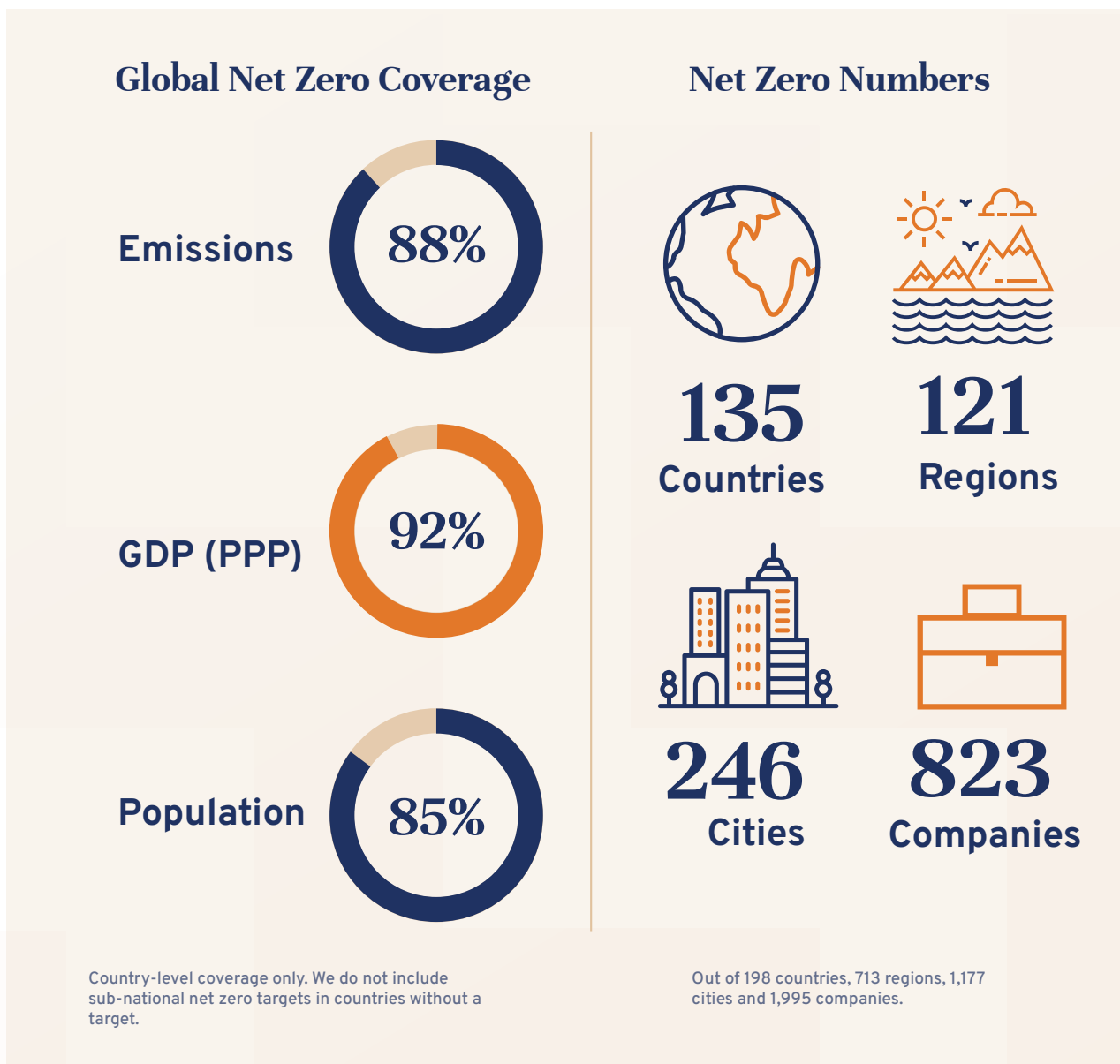
The landmark global agreement for nature reached at the UN biodiversity summit at the end of 2022 underlined the need to tackle the interlinked biodiversity and climate crises together, in the face of rapidly accelerating global loss of species and destruction of ecosystems.



Credit: IPBES

Road to Net Zero

While global climate action is currently far off track, we have seen a positive step change in the world's commitment to the final destination - a net zero future. Between 2020 and 2021, the number of G20 economies with net zero commitments doubled, with major global emitters Brazil, China, India, Indonesia, Japan, South Africa and Korea making new pledges. Every G20 country has now made a net zero pledge. Net zero targets now cover 88% of global emissions. An increasing number of countries are now putting net zero into law. Nearly half of the world's largest businesses have made net zero commitments.

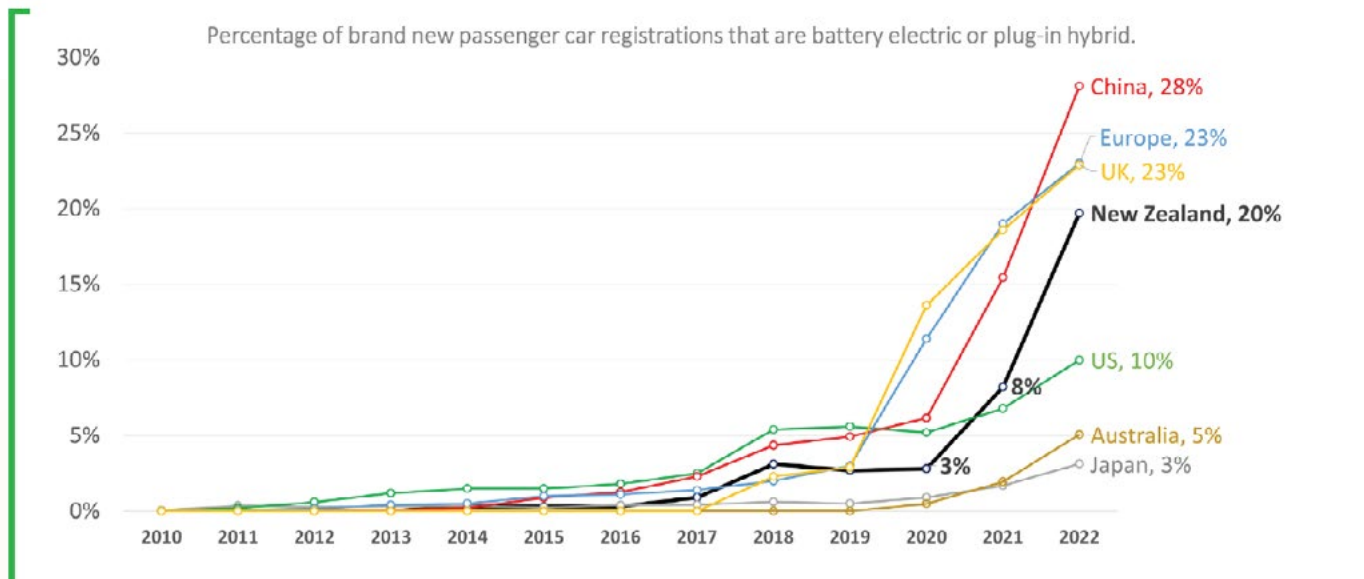


Credit: Net Zero Tracker

There are increasing opportunities to rapidly accelerate emissions reduction globally. The cost of renewable energy and low carbon technologies continues to fall. There are signs of a ‘race to the top’ by some major economies seeking future competitive advantage in low-emissions technology, and of momentum for reform of global financial institutions to support climate action.

For some technologies such as Electric Vehicles (EVs) evidence points to positive tipping points, e.g. adoption rates at which the technology suddenly exponentially increases its market share¹.

Comparison of Electric Vehicle and Plug-in Hybrid marketshares in key global markets 2010 to 2022



Credit: New Zealand Ministry of Transport

The impact of Russia’s invasion of Ukraine and resulting high fossil fuel energy prices and supply chain issues have seen some major economies seek to accelerate their low-carbon energy transition as an energy security response.

New Zealand has been world leading in our action toward a sustainable agriculture sector. As global emissions in other sectors start to reduce, we could see the global proportion of emissions that comes from agriculture increase. This highlights the importance of international engagement to ensure that global cooperation delivers investments into low emissions agri-tech to support a resilient and sustainable transition for New Zealand farmers and growers.

There are also significant emission reduction and sequestration opportunities in the agriculture, forest and other land-use (AFOLU) sector, including through improved agricultural practices and nature-based solutions. If done appropriately, actions to mitigate emissions from the AFOLU sector can also provide important co-benefits for climate change adaptation, biodiversity, food security, and for local communities and indigenous peoples.

¹ In New Zealand, the EV/hybrid share of new passenger vehicle sales has grown from 3% in 2020 before the introduction of clean car rebates, to 8% in 2021 and 20% in 2022

How can upcoming COP negotiations help get us back on track?

There are critical opportunities to lift and drive global ambition built in to the Paris Agreement process. This year will see the first Global Stocktake of progress under the Agreement, an opportunity for a reckoning and course correction.

Key upcoming negotiations will include negotiations on:

- a new climate finance global goal;
- a global goal on adaptation;
- operationalising the COP27 decision on loss and damage funding and establishing the loss and damage knowledge-sharing Santiago Network;
- the Sharm El Sheikh joint work on implementation of climate action on agriculture and food security; and
- the Mitigation Work Programme on accelerating action in this critical decade.

In 2025, countries will submit their second Nationally Determined Contribution (NDC) covering their climate commitments from 2031-2035.

Beyond the negotiations – COP as global showcase

Only around a quarter of the 30-40,000 participants at COP are official negotiators. COP is also increasingly becoming a platform for countries, NGOs, businesses, youth, and indigenous organisations to run side initiatives and events that seek to get ahead of the global rules, showcase world-leading climate action, cleantech businesses and innovative transition tools.

Potential 'Pacific COP' in 2026

New Zealand and our Pacific neighbours have supported Australia's bid to co-host COP31 in 2026, in partnership with the Pacific. Looking ahead to a possible climate COP in our region there may be new opportunities for how New Zealand participates in COP and makes the most of these opportunities for our and the region's priorities.



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

Global ambition: How can New Zealand best use COP to advance effective and ambitious global action?

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

- Global emissions reduction (Mitigation)
- Increasing resilience (Adaptation)
- Climate finance and technical support for climate action in developing countries
- Aligning global financial flows with the net zero transition
- Loss and damage
- Nature-positive climate action (e.g. through native ecosystems and nature based solutions, addressing the linkage between the biodiversity and climate crises)
- Trade policies and instruments that support climate action
- Agricultural sector climate action
- Circular economy and sustainable industry (e.g., reducing plastic waste, etc.)
- Technology, innovation and transfer of technology
- Other (please specify)

Why? Tell us more

New Zealand's transition: How can New Zealand best leverage participation in COP to support our own low-emissions transition?

What areas are most critical for New Zealand to promote our domestic transition through our participation at COP?

- Insight into other countries' transition policies (e.g. on just transition, or implementation of nature-based solutions)
- Cooperation with other countries to support New Zealand's transition (e.g. on transport, attracting used EVs)
- Promoting New Zealand as a low-carbon tech proving ground/green investment destination
- Access for New Zealand businesses to world-leading international businesses' transition technologies and business models
- Export opportunities for cleantech or carbon-efficient New Zealand exporters
- Other (please specify)

Why? Tell us more

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

Pacific Resilience: Supporting the Pacific is a key component of our approach to COP. What do you think is important to consider as we do this, and why?

Indigenous leadership: What role should New Zealand play in amplifying indigenous voices in the global climate change regime? How can we do this most effectively?

Nature-positive climate action: New Zealand is committed to pursuing more integrated global responses to the parallel crises of climate change and biodiversity loss.

How should we seek to ensure our global response to climate change also improves the resilience of our native ecosystems, and avoids harm to biodiversity?

Are there other things we should be considering in our approach to COP to support enhanced outcomes for nature, or other environmental objectives?

Should New Zealand be pursuing other aims at COP not mentioned above? If so, what, and why?

How should we be looking ahead to the prospect of an Australian COP, co-hosted in partnership with the Pacific in 2026 to support New Zealand and Pacific interests? Should it affect how we participate in COP in the run up to 2026?



Section 2: How should New Zealand engage at COP?

What role do you think New Zealand should aim to play at COP? E.g. should we seek to be seen as a constructive bridge-builder, or be more prepared to be an outlier? Why?

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

Is New Zealand part of the right initiatives and coalitions to achieve our COP objectives? You can see [a list of current initiatives and coalitions here](#).

- Yes/Mostly/No
- Why/why not?
- What should we do differently?

How should we give effect to our Treaty partnership with Māori in how we engage at COP?

Who do you think should be represented at COP to drive the outcomes New Zealand seeks?



Section 3: Specific Negotiation questions

Global Stocktake

The [Global Stocktake](#) is the key process for taking stock of collective progress against the goals of the Paris Agreement. The Global Stocktake will inform the next NDCs, due to be submitted by all countries in 2025. The technical process of the Global Stocktake is ongoing and outcomes will be decided at COP28.

- What does a strong outcome of the Global Stocktake mean, for each of the Paris Agreement's goals (mitigation, adaptation, financial flows)? What should New Zealand advocate for in each of, and across these pillars?
 - How should Global Stocktake outcomes feed into countries' consideration of NDC2?
 - While the Global Stocktake will inform NDC2 (2031-2035), how should the Global Stocktake and its outcomes increase action in this critical decade?
-

Mitigation Work Programme

The [mitigation work programme](#) is intended to accelerate mitigation action and investment to drive emissions reductions in this critical decade.

- What (e.g. sectors and measures) should this global mitigation work programme focus on, and how should it prioritise focus areas?
 - How should New Zealand engage in this programme to support global action?
 - How should New Zealand engage in this programme to support domestic action?
 - What relation, if any, should this have to New Zealand's Emissions Reduction Plan?
-

Nationally Determined Contributions

NDCs are key to global action. The Global Stocktake should inform countries' next NDCs (NDC2) which will cover their commitments from 2031-2035.

- NDCs are nationally determined, however are there processes or elements it would be desirable for all countries to focus on in the preparation of their NDC2?
- How should this link to the need to urgently reduce emissions in this critical decade, i.e. pre-2030?
- Should New Zealand be advocating for the implementation of NDCs to also promote biodiversity benefits – and if so, how?

Agriculture

We know emissions from agrifood systems make up one third of total anthropogenic greenhouse gas emissions, and are continuing to rise. We also know the agriculture sector is, and will continue to be, severely impacted by extreme weather events and the changing climate. New Zealand engages internationally to drive global ambition to both reduce emissions from the agriculture sector, and build a more climate resilient food system to provide food and nutrition security to the growing population in this increasingly climate impacted world.

At COP, New Zealand participates in negotiations on the dedicated item related to agriculture (previously the Koronivia Joint Work on Agriculture, now superseded by the Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security), and seeks to raise the focus on the agriculture sector within the wider negotiations. New Zealand also drives action towards agricultural climate action by joining ambitious initiatives, advancing bilateral relations focusing on climate and agriculture, and participating in agriculture related side events.

- What outcomes would you like to see internationally in relation to agricultural climate action?
- How do you think Māori rights and interests in agriculture and the land sector should be advocated for at COP?
- Recognising New Zealand's domestic action to address agricultural emissions, should we be hard lined in negotiations by requiring text to recognise that all countries should be seeking to reduce their agricultural emissions?

Adaptation

Climate change impacts, including the momentous recent weather events in both New Zealand and worldwide have highlighted the importance of adaptation.

New Zealand contributes to global adaptation through our own national adaptation planning and providing climate finance (development aid) for adaptation. We are one of few countries that has committed to providing at least half of our climate finance to adaptation efforts. We are committed to enhancing adaptive capacity, strengthening resilience, and reducing vulnerability to climate change through acting globally, (particularly in the Pacific) and at home.

Our approach to global adaptation negotiations is guided by the IPCC: collective adaptation work should be transformational, advancing from current incremental efforts to drive well-planned and systemic approaches that address the multiple climate change risks. It needs to consider sustainable development, mitigation synergies and co-benefits; and take into consideration those disproportionately impacted, including Māori.

As UNFCCC negotiations turn to implementation, we may be able to draw on our experiences implementing New Zealand's National Adaptation Plan.

Our approach in our National Adaptation plan embeds Te Tiriti across the response. It establishes a platform for Māori climate action to support Māori to define, measure and implement a national Māori climate strategy. The plan supports the development and use of mātauranga Māori in Aotearoa's adaptation journey.

Our National Adaptation Plan also recognises that when ecosystems are healthy, they buffer us from the impacts of climate change. Several actions under the Plan encourage a nature-friendly approach to climate adaptation.

Current negotiations about adaptation relate to further developing the global goal on adaptation. They are aimed at producing a framework for measuring global efforts to enhance adaptation. This is crucial for adaptation planning, the identification of gaps, and understanding the on-the-ground impact, rather than input, of adaptation efforts. For example, we should consider how much drinking water vulnerability has been decreased, rather than simply how much money was spent.

Countries are now working through the complex task of crafting a global goal when adaptation needs and responses are highly localised and hard to quantify.

- What outcomes would you like to see internationally in relation to adaptation?
- Are there any specific elements New Zealand should advocate for as a part of the work programme on the global goal on adaptation this year?
- What role should New Zealand play in advocating internationally for indigenous-led/co-designed approaches to local adaptation needs?
- How could this global decision influence New Zealand's domestic action on adaptation?
- How can consideration for biodiversity be built into the global goal and framework for adaptation?
- What role could New Zealand play in advocating internationally for adaptation actions that avoid harm or that protect or enhance biodiversity and native ecosystems?

Climate Finance

Climate finance is a fundamental pillar of the global response to climate change. It enables the investment and action required to reduce emissions and build resilience. The Paris Agreement includes a commitment by developed countries to provide financial support to developing countries for climate action. It also sets a global goal of aligning all financial flows –including private sector flows - with low emissions and sustainable development.

New Zealand's core objectives have been a) ensuring climate finance is accessible and effective for the Pacific, b) promoting transparency and predictability in climate in climate finance, and c) promoting the achievement of the goal to align all financial flows with low emissions development.

In 2009, developed countries committed to a goal of jointly providing and mobilising USD\$100 billion per year by 2020 to address the needs of developing countries. In turn, developing countries are expected to take meaningful mitigation action. The \$100 billion goal has not yet been met, and in 2015 this goal was extended through to 2025.

New Zealand actively contributes to this global goal and, in 2021, announced a significantly increased new climate finance commitment of \$1.3 billion for the period 2022-25. At least 50% of this will go to funding adaptation initiatives and at least 50% will go to the Pacific.

Negotiations have now begun on a new global climate finance goal to be agreed in 2024. The new goal provides an opportunity to freshly consider who contributes, what kinds of finance are covered, and the possibility of sub-goals or qualitative components.

At COP 27 Parties also agreed to establish funding arrangements, including a new fund, to address loss and damage associated with the negative impacts of climate change in vulnerable developing countries. Negotiations are under way to determine what these arrangements should look like.

Other climate finance negotiations include guidance to multilateral climate funds and the work of the UNFCCC's Standing Committee on Finance.

- What outcomes would you like to see internationally in relation to climate finance?
- What do you think New Zealand should do to support climate finance being accessible and effective for the Pacific?
- What kind of funding arrangements for addressing loss and damage from climate impacts do you think New Zealand should support?
- What features would you like to see in the new collective quantified goal on climate finance
- How would you like to see New Zealand use COP to support broader reform in the financial system and the redirection of financial flows to align with the goals of the Paris Agreement?
- How do you think New Zealand can use COP to support the alignment of financial flows in our own country with the Paris Agreement and our climate change targets?

Loss and Damage

COP27 reached a historic decision on loss and damage finance (see climate finance section). Agreement was also reached on how to operationalise the Santiago Network. This network is designed to help connect vulnerable developing countries with providers of technical assistance, knowledge, and resources to help them avert, minimise and address loss and damage.

Addressing loss and damage is one of the priority issues for the Pacific. New Zealand has recognised the importance of effective support to developing countries to address loss and damage. We advocated for an outcome on the Santiago Network that strengthens existing efforts on humanitarian support and technical assistance, including New Zealand's own bilateral support in the Pacific, and avoids duplication.

- How should New Zealand promote successful operationalisation of the Santiago Network?
- How do you think we can seek to ensure the Network delivers effective support for the Pacific?
- Outside of the Network, what should New Zealand be advocating for on loss and damage, including through the Warsaw Implementation Mechanism (WIM) on loss and damage?

Forestry

We know from the [IPCC](#) that the agriculture, forests and other land-use sector (AFOLU) can provide up to 30% of the global emissions reduction needed to limit warming to 2°C, of which mitigation measures in forests and other natural ecosystems provide the largest share. We also know that forests and the forestry sector are being increasingly impacted by extreme weather events and the changing climate. The [projected climate change](#) is expected to cause the loss and degradation of much of the world's forests.

Forests play an important role in New Zealand's work on climate change mitigation under the Paris Agreement (Emissions Reduction Plan, Emissions Trading Scheme), adaptation (National Adaptation Plan), and our transition to a high-value, low carbon bioeconomy (Industry Transformation Plan). New Zealand emphasises the importance of appropriate use of forests, in a way that achieves climate sequestration objectives while avoiding unintended consequences. New Zealand accordingly engages internationally to increase global mitigation and adaptation from forests, to promote high-integrity rules for forest-based mitigation, and to improve sustainable forest trade and management.

Although forests were not directly addressed in the last COP mandate, they are part of New Zealand's International Climate Change Engagement Plan and International Climate Finance Strategy. At the annual Conference of the Parties, New Zealand drives action on forest issues by joining ambitious initiatives, advancing bilateral relations focusing on climate and forests, and participating in forest related side events. At COP26 New Zealand signed the [Glasgow Leaders Declaration](#) pledge to work collaboratively to halt and reverse forest loss and degradation by 2030. The COP28 Presidency has [announced](#) protection of rainforests and nature-based solutions as a key focus for COP28.

- What outcomes would you like to see internationally in relation to forest climate action in the context of COP?
- Where do you think New Zealand can provide global leadership on forestry in the context of COP?
- What do you think New Zealand's position should be on the role of forests for climate change mitigation, including within NDCs and the international purchase of forest carbon credits?
- What do you think New Zealand's position at the COP negotiations should be on the role of forests for climate change adaptation, such as through nature-based solutions²?
- How do you think Māori rights and interests in forestry and the land sector should be advocated for at COP?

² New Zealand recently contributed to a multilaterally agreed definition of nature-based solutions in the United Nations Environment Assembly, as follows: "...actions to protect, conserve, restore, sustainably use and manage natural or modified terrestrial, freshwater, coastal and marine ecosystems, which address social, economic and environmental challenges effectively and adaptively, while simultaneously providing human well-being, ecosystem services and resilience and biodiversity benefits...[and] respect social and environmental safeguards, including those for local communities and Indigenous Peoples."

International Cooperation on Mitigation

International cooperation to reduce emissions will assist New Zealand to meet our NDC. Article 6 of the Paris Agreement has established the rules for collaboration on and transfer of mitigation outcomes to enable countries to meet more ambitious targets and deliver sustainable development co-benefits to participants. Current negotiations are focused on implementation of the agreed rules. New Zealand continues to prioritise environmental integrity and sharing of benefits fairly amongst cooperating countries.

- How should New Zealand promote environmental integrity and ensuring that only real and additional emissions reductions and removals can be used towards NDCs?
- How should New Zealand ensure that sustainable development co-benefits (such as where funding mitigation outcomes also improves access to affordable energy for communities in the developing country partner) are mandated or weighted appropriately?
- What should New Zealand prioritise when engaging in the negotiations to support our access to sources of emissions reduction units with high environmental integrity?

Gender and climate change

Climate change exacerbates existing gender inequalities. It makes women particularly more vulnerable to risks such as displacement, gender-based violence, food insecurity and diminished access to their sexual health and reproductive rights.

Women and girls are also agents of change. Their local knowledge and leadership plays a critical role in effective climate solutions.

New Zealand supports the full, meaningful and equal participation and leadership of women and girls in all their diversity, in climate action and policies. Addressing this gap is vital for realising a just and equitable transition, and for achieving long-term climate goals.

At COP, New Zealand actively participates in the gender and climate change negotiations. At COP25, Parties agreed to a [5-year enhanced Lima work programme on gender](#) and its gender action plan (GAP). The GAP aims to advance understanding of gender-responsive climate action and its mainstreaming and implementation in the UNFCCC and domestically. It seeks to achieve women's full, equal and meaningful participation in UNFCCC processes. The next review of the GAP will be at COP29.

New Zealand is a strong supporter of gender equality and women's leadership at all levels. We have achieved long-standing gender balance on our delegations to COP. New Zealand has submitted to the UNFCCC our progress in implementing the Gender Action Plan (find the most recent submission [here](#)). We also joined a number of initiatives at COP26 on women's leadership in climate action, including the [Glasgow Women's Leadership Statement](#) and the [Women leading on Climate Coalition](#).

- How should New Zealand advocate for gender equality and women's empowerment in the context of climate change at the UNFCCC?
- What concrete actions can New Zealand take to advance gender-responsive climate policies and actions internationally?

Local Communities and Indigenous Peoples Platform

Indigenous Peoples are disproportionately impacted by climate change. In Aotearoa, Māori are among the first to be directly affected by climate change owing to their deep connection with te taiao (nature), whenua (land) and its resources. Māori are impacted culturally, environmentally, economically, and socially by climate change. Loss of culturally significant sites such as marae and urupā to severe weather events is becoming more common, and leading to the loss of mātaruanga Māori (Māori knowledge).

Ensuring Māori rights and interests are protected in the context of climate change and our response to it will require meaningful Crown-Māori engagement as Tiriti partners at all levels. The Emissions Reduction Plan commits the government to embedding Te Tiriti across the whole of government climate response. The plan establishes the Māori Climate Action Platform (MCAP).

The MCAP will build relationships and capacity on both sides of the Crown-Māori relationship, provide more equal partnership and improve knowledge and data to help Maori plan for transitional and climate change impacts. The Climate Emergency Response Fund also allocated an initial \$30.5 million into supporting Māori climate action.

At UN climate COPs, the Aotearoa New Zealand delegation has regularly included iwi Māori representation. We hold hui to consult iwi and hapū on what is on the table at COP. We are pleased to support them to share Aotearoa's experience and to work with other indigenous peoples to strengthen indigenous perspectives in international and domestic climate action. A key priority for our international engagement is advocating for indigenous rights in all multilateral climate fora.

One mechanism for achieving these objectives is the Local Communities and Indigenous Peoples Platform (LCIPP), established at COP21. It aims to facilitate the exchange of experiences and sharing of best practices on mitigation and adaptation between Indigenous Peoples, local communities and Parties. The LCIPP Facilitative Working Group (FWG) was established at COP24 to further LCIPP's work. At COP26, Parties agreed to a [2022-2024 workplan](#) for the LCIPP. A review of the LCIPP will take place at COP29 (November 2024).

The FWG is a unique body within the entire UN system as it is the first body to have both Indigenous Peoples and Parties represented equally in its [membership](#). New Zealand is currently the FWG member representing our UN regional group, Western Europe and Others Group (WEOG) until May 2025. We actively participate in the FWG and LCIPP negotiations. We look for opportunities to increase awareness and visibility of the work of the LCIPP across the UNFCCC and in other UN climate processes.

New Zealand has advocated for: 1) the LCIPP operating to support respect for the rights and interests of indigenous peoples in international and national climate change actions, programmes and policies; 2) enabling indigenous peoples and local communities to exchange experience, best practice and knowledge, and build their capacity to engage in the UNFCCC and; 3) for indigenous peoples having access to the Platform regardless of their country's involvement.

- How should Aotearoa engage with the LCIPP?
- What can we do to support and empower Māori to engage in the work of the LCIPP?
- How can we better connect the work of the LCIPP at the international level to grass-root indigenous climate action, and specifically, what iwi, hapū and Māori communities are doing on climate domestically?

Human rights and climate change

Climate change poses an immediate threat to people around the world and has implications for the full enjoyment of universal human rights. The negative impacts of climate change disproportionately affect persons facing multiple and intersecting forms of discrimination, owing to geography, poverty, gender, age, disability, cultural or ethnic background and other marginalised identities.

There are no specific negotiations in the UNFCCC on human rights and climate change, but it is a cross-cutting issue that is raised in multiple contexts across the negotiations. Climate change can have both direct impacts on human rights and in some instances, climate change policies may have indirect adverse human rights outcomes. New Zealand supports calls for Parties, when taking action to address climate change, to respect, promote and consider their human rights obligations.

- Human rights is a cross-cutting issue. How do you think New Zealand should advocate for countries to respect, promote and consider their human rights obligations when taking action to address climate change?
- [New Zealand's International Human Rights Action Plan](#) states we will play a leadership role in advocating for the rights of persons with disabilities. How should New Zealand advocate for the rights of persons with disabilities in the negotiations and at COP?
- New Zealand has an [International Human Rights Action Plan which sets out our international human rights advocacy priorities through to 2023](#). Are there any specific human rights that you see as most important for New Zealand to advance in the context of climate change?

Youth and climate change

If the impact of climate change continues to increase overtime, it is the children of today and future generations that will face the worse effects. Young people are uniquely vulnerable to climate change, from having less ability to adapt to climate-induced disasters, to bearing much of the mental burden of the climate crisis. Furthermore, in both New Zealand and around the globe, youth activists are highly involved in the climate response and have been key to demanding action.

There are no specific negotiations in the UNFCCC on youth, however, themes such as intergenerational equity, climate education and youth participation are increasingly raised at COP's.

- Youth is a cross-cutting issue. How do you think New Zealand should advocate for young people when taking action to address climate change? How can their views be better understood and reflected in negotiating positions?

Biodiversity and Nature-Based Solutions

The climate and biodiversity crises are inextricably linked. Just as climate impacts are increasing in New Zealand and around the world, biodiversity is also rapidly declining and has reached a crisis point. New Zealand's Emissions Reduction Plan sets out how we can *work with nature* to protect, enhance and restore nature as we tackle the climate emergency.

Aligning global efforts on climate change and biodiversity is an opportunity to promote stronger action in both areas, and to design our responses to the climate crisis in ways that protect, enhance and restore nature where possible.

At COP27, countries emphasised the importance of protecting, conserving and restoring nature and ecosystems to achieve the Paris Agreement temperature goal. They also adopted a decision encouraging all countries to consider nature-based solutions as part of their mitigation and adaptation actions, while ensuring relevant social and environmental safeguards.

Te Mana o te Taiao – Aotearoa New Zealand Biodiversity Strategy 2020 defines nature-based solutions as “solutions that are inspired and supported by nature, cost-effective and simultaneously provide environmental, social and economic benefits and help build resilience.” They can include mitigation and adaptation actions in the land sector, in native ecosystems or across the wider economy which promote positive outcomes for both climate and biodiversity.

- What outcomes would you like to see internationally in relation to Nature-Based Solutions?
- Are there specific environmental or social safeguards, which New Zealand should be pursuing internationally? If yes, how?
- How can countries be encouraged to promote biodiversity benefits, and minimise risks of negative impacts on biodiversity from climate action?
- Are there insights New Zealand can bring to the international climate-biodiversity nexus from te ao Māori and a kaupapa Māori perspective?
- What else should New Zealand be doing internationally to promote more integrated global climate and biodiversity action?

Just Transition

Just transition to a low emissions future is crucial for Parties to achieve their emissions reduction targets in a way that both generates opportunities and minimises negative impacts on their economies.

New Zealand's approach has been to seek to maintain a focus on economic diversification and a just transition for all communities, and to avoid outcomes that hold developed countries responsible for general economic impacts of climate change policies on developing countries.

The incoming UAE COP Presidency has said enabling 'an inclusive and just transition that leaves no one behind' will be one of their priorities. Discussions on equity and equitable transitions are also increasing in other international forums. This year, for the first time just transition will be a standalone negotiation, with a new "work programme" to be decided by COP28.

- What outcomes would you like New Zealand to advocate for internationally in relation to just transition?
- How do you think the perspectives of groups disproportionately impacted by climate change should be included in global approaches to the transition to a low emissions future?

Response Measures

Response measures refers to the wide range of actions countries undertake to reduce their greenhouse gas emissions. Discussions in the UNFCCC focus on the need to fully understand both the positive and negative impacts of implementing those measures.

As an advocate for global ambition, we are conscious of the importance of giving Parties a place to work together to minimise risks of negative impacts from the transition, while also maximising the co-benefits for each other.

New Zealand is actively engaged in these conversations and sharing of experiences. We seek a focus on promoting economic diversification, and ways to provide a just and inclusive transition for all countries, while not lowering countries' ambition. We have sought to avoid outcomes that hold developed countries responsible for general economic impacts of climate change policies on developing countries.

- What outcomes would you like New Zealand to advocate for internationally in relation to Response Measures?
- Are there any domestic climate policies in particular you are concerned will have negative impacts internationally? How can we ensure New Zealand is not contributing to these?

Oceans

New Zealand places great importance on the conservation and sustainable use of the ocean. Across the Pacific region, the ocean defines ways of life. Economies rely on the ocean environment, through fisheries, aquaculture, tourism and shipping. Livelihoods are closely linked to the sustainable use of marine resources. Culture and recreation take shape around the ocean and its shores.

The climate crisis is inextricably linked to the health of the ocean. The ocean is the world's largest carbon sink, and there is clear scientific evidence that it is warming, rising and becoming more acidic

at an accelerated rate. Damage to the health of the oceans erodes their ecological resilience. This limits humanity's chance to prevent and adapt to the impacts of climate change.

The contribution that blue carbon – the carbon stored in ecosystems such as mangroves, salt marshes and sea grass meadows – could make to climate change mitigation is increasingly recognised. Managing and restoring marine ecosystems or creating new habitats could protect existing carbon stores and enhance natural carbon uptake. These actions can also help build resilience to climate change impacts such as sea-level rise, improve water quality, and protect the habitats of birds, fish and other species.

In the Pacific, ocean warming and acidification will have dramatic adverse effects on community well-being. The decline of coral reefs will severely undermine food security and cultural values. Climate-induced migration of tuna out of Pacific exclusive economic zones will undercut economic resilience, and sea-level rise poses an existential threat to atoll nations.

New Zealand welcomed the increased focus on the climate-ocean nexus at COP 26 and the inclusion of this issue as a dedicated agenda item within the UNFCCC. The first annual Ocean and Climate Change Dialogue was held on 15 June 2022. The now annual Ocean-Climate dialogue is an opportunity to highlight key impacts on the ocean and how the UNFCCC can help to promote ocean-based action (that does not duplicate existing international processes, such as UNCLOS).

- What are the particular ocean-climate issues that New Zealand should focus on, including at the next Ocean-Climate dialogue in June 2023?
- What role can New Zealand play to support the dialogue to address ocean issues that are important to New Zealand and the Pacific?
- How can the UNFCCC support collaborative ocean-climate action across UN processes?

Technology

The IPCC's science has consistently found that emissions from fossil fuels are the dominant cause of global warming. The rapid development and transfer of climate-friendly technologies across the world will be crucial to replace fossil fuel energy sources.

The Technology Mechanism is responsible for this work under the UNFCCC. New Zealand supports the development of non-duplicative institutional architecture to maximise the effectiveness of the Technology Mechanism, focused on promoting and enhancing the development and transfer of environmentally sound technologies to developing countries. Where trade measures are discussed, New Zealand seeks to ensure these discussions consider how trade measures can actively support implementation of the Technology Mechanism.

- What outcomes would you like New Zealand to advocate for internationally on low-emissions technology development and transfer?



Section 4: Provide General Feedback

Making a submission online is the Ministry's preferred method to receive submissions.

The online submission tool also includes an opportunity to make a general comment.

Alternatively, you can email your submission to us in a word or pdf document at DM-CCD@mfat.govt.nz

www.mfat.govt.nz

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