



28 August 2021

S21.21

Submission to the Ministry of Foreign Affairs in response to its call for input on New Zealand's approach to the international climate change negotiations

Introduction

1. NCWNZ thanks the Ministry of Foreign Affairs and Trade for the invitation to provide input on New Zealand's approach to the international climate change negotiations, at this critical time.
2. The National Council of Women of New Zealand, Te Kaunihera Wahine o Aotearoa (NCWNZ) is an umbrella group representing over 200 organisations affiliated at either national level or to one of our 14 branches. In addition, about 450 people are individual members. Collectively our reach is over 450,000 with many of our membership organisations representing all genders. NCWNZ's vision is a gender equal New Zealand and research shows we will be better off socially and economically if we are gender equal. Through research, discussion and action, NCWNZ in partnership with others, seeks to realise its vision of gender equality because it is a basic human right.
3. This submission has been prepared by the NCWNZ Standing Committee for Climate Change and the Environment and the Parliamentary Watch Committee. It draws from several decades of NCWNZ policy¹ and submissions² on issues that have been endorsed by the membership of NCWNZ. A recent resolution³ advocates for a net zero carbon future for New Zealand and supports the imperative of building resilience to the effects

¹ NCWNZ. 2012. 115 years of resolution; NCWNZ. 2021. Appendix "D" Resolutions of National Meetings 2011-2020. <https://www.ncwnz.org.nz/resolutions>

² NCWNZ. Submissions. <https://www.ncwnz.org.nz/submissions>

³ NCWNZ. 2021. Appendix "D": Resolutions of National Meetings 2011-2020. 7.13.6. https://d3n8a8pro7vhmx.cloudfront.net/ncwnz/pages/1025/attachments/original/1622428501/Appendix_D_Resolutions_2011-2020.pdf?1622428501

of climate change, disaster risk and environmental challenges. A second recent policy⁴ supports the UN Sustainable Development Goals.

Outline of our response

4. This response is in three parts:

Part 1 includes the opening 6 pages of the text sent by MFAT to potential respondents: *“some of the key issues on the negotiation agenda”* as set out in the information we received, together with brief commentary from the National Council of Women.

Part 2 is a response to the three critical questions posed in the document we received

- a. What should New Zealand prioritise at COP26?
- b. Are there specific considerations we should take account of in responding to the issues being negotiated this year?
- c. Are there specific positions above you agree or do not agree with, and why?

Part 3 is a response to the principles and thinking included in the Mandate, prepared for 2018 and subsequently updated by the Minister. With the inclusion of the Appendices, this is a lengthy document of some 50 pages, and although some material is redacted, it provides valuable documentation of important principles and thinking, some of which is retained from the 2018 Mandate, and some of which has been considerably updated.

5. Please note that the text from the document that we received is in italics throughout the document

Part 1

6. Part 1 *“some of the key issues on the negotiation agenda”* as set out in the information we received, with commentary and recommendations.

“The Paris Agreement on climate change was agreed in 2015 and its implementing guidelines substantially concluded in 2018. This year, the international climate change negotiations are focused on implementation, particularly driving the global transition to a low-emissions, climate resilient economy to ensure the goal of limiting temperature rise to 1.5 degrees is kept alive, as well as scaled-up global finance to meet the USD 100 billion p.a. goal committed to by developed countries.”

7. NCWNZ welcomes the focus on implementation, and the specific focus above.
8. We would also hope that discussions will have a focus on the shared and varied impacts on people around the world, while also recognising the special situation of the Pacific region, as well as on universal human rights, and will be driven by a real sense of urgency and a genuine desire for committed collaboration.

⁴ Ibid 11.13.5

1. Transparency

“The Paris Agreement establishes a comprehensive transparency framework that applies to all countries. The details for the framework were finalised in 2018, including reporting on actions taken to reduce emissions and support for climate action (including finance, technology and capacity building). Under the framework, countries’ reports will be reviewed by independent teams of experts, and then go through a process to monitor their individual progress. The transparency framework is an essential part of the Paris Agreement. It will help hold countries accountable to each other for their actions and build confidence that all Parties are implementing their commitments. The negotiations are now focused on the detailed tables countries will use for these reports. These cover both mitigation action and provision of climate finance. New Zealand’s position is currently to:

- 1.1. maintain a robust and efficient transparency framework;*
- 1.2. pursue scientific and technical discussion of greenhouse gas metrics by the UNFCCC after completion of the Working Group I component of the IPCC 6th Assessment Report.”*

9. NCWNZ believes that the first priority is to ensure a robust and efficient transparency framework, that can then be maintained, and progress can be measured and assessed.

2. International Carbon Markets

“The Paris Agreement recognises that some countries will use carbon markets to help achieve their NDCs. This form of cooperation between countries is likely to occur through linking carbon markets (such as emission trading schemes) and other government-to-government arrangements, and/or through a new central system. The negotiations are at a mature stage and reaching a conclusion will require finding solutions that accommodate parties’ different needs when it comes to transitioning from the Kyoto Protocol rule settings to those applicable for the Paris Agreement. Proposals have been made to secure a source of adaptation finance associated with cooperation outside Article 6.4, to transition use of the Kyoto Protocol’s Clean Development Mechanism, and to institute a period during which corresponding adjustments are not required for some internationally transferred mitigation outcomes issued under Article 6.4. New Zealand’s position is currently to seek effective and efficient outcomes and for this purpose engage constructively in these negotiations to maximise the environmental integrity of carbon markets to the extent possible, including advocacy for:

- 2.1. guidelines for the use of carbon markets that promote environmental integrity through robust accounting, the avoidance of double counting, and strong transparency (reporting and review);*
- 2.2. accounting rules that do not recognise the use of pre-2020 units toward mitigation targets under the Paris Agreement;*
- 2.3. “share of proceeds” provisions that apply to the Article 6.4 mechanism exclusively.”*

10. We believe that the biggest sticking point in the UN climate change negotiations is Article 6 of the Paris Agreement, related to carbon markets. This is the issue on which

negotiators cannot agree. A successful COP26 will require a number of critically important decisions. Despite challenges, this must result in nations achieving a balanced package of decisions which reflect expectations, concerns, the needs of all stakeholders in multiple areas and the shared future of humanity.

3. Climate Finance

The Paris Agreement anticipates that financial resources will be provided for developing countries' climate action. New Zealand has committed to delivering at least \$300 million in climate-related support from 2019 to 2022, with at least two thirds of that funding being provided to Pacific Island countries.

The Paris Agreement's transparency framework includes reporting on climate finance that countries provide or receive. The Agreement also anticipates developed countries providing information on projected future support. New Zealand's position is currently to:

3.1 seek agreement on tables for reporting climate finance that preserves New Zealand's ability to report in line with our domestic tracking and accounting practices;

3.2 advocate for as much transparency and predictability of climate finance as possible within the limitations of national systems;

3.3 join with other donor countries in any restatement of the shared commitment to delivering on the collective goal to mobilise USD 100 billion per year in climate finance until 2025 from a variety of public and private sources in the context of meaningful mitigation action and transparent implementation by developing countries.

Countries are initiating deliberations a new collective climate finance goal. New Zealand's position is currently to:

3.4 participate in the deliberation of a new collective quantified goal on climate finance;

3.5 advocate for any new collective quantified goal to be contributed to by all Parties in a position to do so.

11. NCWNZ is concerned that the discussions on 3.4 and 3.5 may reflect a desire to 'buy' time in order not to take the major critical political and financial decisions now, as these may be unpopular with some sectors, or electorates. Nevertheless, we believe agreement on these is needed for a successful COP26. Promises made must be promises kept, and rhetoric is not enough. This means the pledges that Parties made before 2020 must be honoured and completed. This is especially true of the pledge by higher income nations, including New Zealand, to mobilize \$100 billion annually or developing nations by 2020. This is a matter of trust and integrity-and a sustainable global future.

12. We must ensure climate finance is gender inclusive, including developing minimum standards, increasing accessibility to finance for and women's rights organisations and those led by women that are addressing climate change impacts, on the front line, in their work and in caring for their families' wellbeing.

4. Loss and Damage

“In 2013, the UNFCCC established the Warsaw International Mechanism on Loss and Damage Associated with the Impacts of Climate Change (WIM). The Paris Agreement affirms the WIM as the permanent vehicle for this purpose (Article 8). COP26 will seek to operationalise the Santiago Network for Loss and Damage. Loss and Damage is also expected to be discussed in the context of the climate finance negotiations. New Zealand’s position is currently to advocate for effective and efficient outcomes that advance the interests of Pacific Island countries in ways consistent with our national interests, and in particular to:

4.1 continue to support the work of the Warsaw International Mechanism on Loss and Damage in fulfilling its mandate to address loss and damage in developing countries and, consistent with the decision that adopted the Paris Agreement, resist efforts to pursue development of compensation mechanisms;

4.2 continue work to respond to the threat of loss and damage, particularly in the Pacific, including through the provision of climate-related support, delivered bilaterally and through regional or multilateral mechanisms.”

13. NCWNZ believes that this must also consider:

- a. the significant impacts on health, already visible in the Pacific;
- b. the increase in levels of violence that become an integral element of the chaos created by climate change and the resulting displacement, despair and financial loss, and the need to recognise human rights;
- c. appropriately resettling those who have lost their homes and livelihoods, and
- d. also address the uncertain status of “climate refugees” which we have witnessed in New Zealand. Generally New Zealand and the Pacific countries work closely together in recognising the impacts and the ways to address them, but this is likely to be a more controversial issue.

5. Agriculture

“Around half of New Zealand’s emissions come from agriculture, which contributes significantly to our economy. New Zealand has an opportunity in the international climate negotiations to encourage emission reductions from agriculture while supporting food security. Through the Koronivia Joint Work on Agriculture (KJWA) adopted in 2017, and other parts of the negotiations, we can encourage countries to take climate action on agriculture, including by improving the emissions efficiency of agricultural production. The negotiations this year will focus on the future of the KJWA and the role of agriculture in the UNFCCC. New Zealand’s position is currently to:

5.1 in the Koronivia Joint Work on Agriculture, and in other relevant fora, encourage other countries to take mitigation action on agriculture.”

14. Given the challenges to agriculture here and its vital importance to New Zealand -and acknowledging that work is ongoing on this controversial but vital issue, here and internationally, this seems an understatement. We, of course, support this perspective and many important steps that are currently underway. We believe it could be framed

differently, or possible examples could be referenced, to demonstrate what some of the causes are and how improvements can be made, while still ensuring sufficient quality and productivity.

6. Gender action plan

“The Paris Agreement calls for countries, when taking climate action, to consider human rights, the rights of indigenous peoples, local communities, persons with disabilities and people in vulnerable situations, as well as gender equality and the empowerment of women. To implement this, in 2017 countries agreed on a Gender Action Plan. New Zealand has an opportunity to promote outcomes in the international climate negotiations that encourage and facilitate the participation of women in the process, including in leadership roles. New Zealand’s position is currently to:

6.1 support calls for Parties, when taking action to address climate change, to respect, promote and consider their obligations to, amongst other things, human rights, and the rights of indigenous peoples, local communities, persons with disabilities and people in vulnerable situations, as well as on gender equality and the empowerment of women;

6.2 support actions to advance women’s full, equal and meaningful participation and promote gender-responsive climate policy in implementing the Paris Agreement.”

15. This risks being viewed as politically correct jargon or lip service, particularly given an early statement about impact on disabled people early in the Mandate. It is an acute omission to not include any real indication of how this would be achieved, or links to systemic change such as gender responsive budgeting, or the value of women being trained in STEM subjects, owning land, managing businesses, or other initiatives to increase participation.
16. At COP25, our Government signed up to the GAP. This stresses the importance of women’s inclusion and gender equality in the processes for discussions and decision-making on climate change. For women’s interests to be appropriately considered in climate change policy responses, women need to be involved in strategic planning and decision-making. NCWNZ would ideally like to ensure the updated New Zealand Nationally Determined Contribution includes a gender analysis and commitment to tackling gender inequality via action on reducing emissions, and the use of gender responsive budgeting.
17. It is time for New Zealand to consider the imperative of placing women at the helm in relation to climate change policy development and implementation. In particular, it is time to consider how a climate transition could also become a transformative gender turning point in understanding the links between gender, climate impacts, and human security.
18. NCWNZ also believes that New Zealand should call for thought leadership in relation to more sophisticated, timely and intersectional threat assessments, risk analysis, intersectionality, and gender analysis that are fit for purpose in dealing with the vitally important intersection of gender, climate, and conflict.

19. The existing UNFCCC recommendations on climate and gender also require discussion and action:

- We note the gender composition of Party delegations and constituted bodies, which in itself highlights persistent lack of progress in improving the representation of women in Party delegations and constituted bodies, and the urgent need for this to be addressed.
- Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on gender equality, and empowerment of women.
- Parties should acknowledge the continuing need for gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increasing their effectiveness, fairness and sustainability.
- All parties should be encouraged to recognise, with concern, that climate change impacts on women and men can often differ, owing to historical and current gender inequalities and multidimensional factors .and this can be more pronounced in developing countries and for local communities and indigenous peoples. We note that you have recognised clearly elsewhere the considerably greater disproportionate impact of climate change on women.

7. Local Communities and Indigenous Peoples' Platform

“A Local Communities and Indigenous Peoples Platform has been established as part of the international negotiations. The negotiations are focused on a new work plan for the Platform. New Zealand has an opportunity to contribute to decisions on how the Platform operates to enable indigenous peoples and local communities to exchange knowledge, and encourage countries to respect indigenous rights when they take climate action. In the ongoing discussions, New Zealand's position is currently to advocate for:

7.1 the Local Communities and Indigenous Peoples Platform operating to support respect for the rights and interests of indigenous peoples in international and national climate change actions, programmes and policies;

7.2 the Local Communities and Indigenous Peoples Platform enabling indigenous peoples and local communities to exchange experience, best practice and knowledge, and build their capacity to engage in the UNFCCC;

7.3 indigenous peoples having access to the Platform regardless of their country's involvement.”

20. NCWNZ believes that this platform is overdue and should be welcomed. But it is not enough. For real climate justice, we need people across our country, across generations, and across the globe to be empowered – and as women continue to be at the frontlines of climate change, leading just and sustainable solutions, their voices must be included in formal processes. Women need to be safe to continue to advocate for rights and hold

our governments accountable for urgently addressing climate change, reminding them that women, whether feminists or not, are demanding systemic change.

21. Many of the member states engaged at COP 26 are engaged in delivering the Sustainable Development Goals, and measuring their progress. Addressing Goal 13, Climate change, already provides a complementary, comprehensive joined up approach to addressing the priority issues. Our government should add its support for this valuable framework as a complementary approach, as it did when our Prime Minister presented New Zealand's view on video at the 2019 HLPF⁵ at the UN. A number of countries have used these Global Goals as a valuable systemic, measurable framework for integrating climate change measures into national policies and local action.
22. We need also to ensure that our government provides a model of partnership not only with other states, but by engaging and collaborating with New Zealand's civil society and the private sector in transparent ways, with unity of purpose, recognising that effective local citizens' action and collaboration can drive the delivery of the SDGs, and sustainable development, so that "no-one is left behind" in a more sustainable world.
23. Local governments have a key, vital role to play in people's daily lives and the wellbeing of people and planet. There are excellent examples of this in New Zealand including development in Rotorua and the Waikato wellbeing project. These examples of the successful involvement of citizens in effective change, can be models for adaptation and development at home and internationally.
24. As mentioned elsewhere, and recognised in the mandate, and the outline above, we believe that Tikanga Māori offers a valuable model for sustainable development – including addressing the causes and impacts of climate change through values such as kotahitanga and kaitiakitanga. Other Parties will also have much to learn from their indigenous peoples. This shared understanding is critical to developing local and national frameworks, evaluations, wider public understanding, commitment and ownership of solutions.

Part 2. Questions for consideration

What negotiation outcomes should New Zealand prioritise at COP26?

25. NCWNZ agrees that negotiations should focus on implementation, particularly driving the global transition to a low-emissions, climate resilient economy, and ensure that the goal of limiting temperature rise to 1.5 degrees is systematically and universally addressed, as well as scaled-up global finance to meet the USD 100 billion p.a. goal committed to by developed countries.

⁵ United Nations. High-Level Political Forum 2019 under the auspices of ECOSOC.
<https://sustainabledevelopment.un.org/hlpf/2019>

26. Aotearoa New Zealand should model and encourage political will and leadership at the COP26. This will certainly be required in order to reach consensus on key major sticking points.
27. New Zealand must also make urgent use of key political opportunities in the lead up to COP26 so that the conference can truly be a pivotal moment in the fight against the climate crisis, and demonstrate our country's commitment to walking the talk, so demonstrating that this is indeed the "nuclear moment" of our Prime Minister's generation.
28. It should also demonstrate the expectation that civil society will be genuinely engaged, unlike the 2009 conference in Copenhagen. This invitation to contribute now to our government's response is a positive sign of this commitment and we hope there will be more such opportunities, and that this will be meaningful rather than a tick the box exercise

Are there specific considerations we should take account of in responding to the issues being negotiated this year?

29. We have already lost too many years, and now must unite in urgency. It will be vital to ensure that climate issues are addressed globally, regionally, nationally, and locally, by citizens, young people, and decision makers, across generations, races and regions.
30. Aotearoa New Zealand should demonstrate the need for urgency and the recognition that this is not the challenge of one country or a single region but a global crisis.
31. There is an urgent need to ensure that all climate actions meet the promise of the Paris Agreement, by fulfilling human rights, gender equality and the rights of Indigenous Peoples. We must demonstrate that what the world needs now is rights-based, people-centred global climate action that will deliver a just transition for all.
32. NCWNZ is impressed by the Minister's determination in the revised Mandate to ensure that the Paris Agreement is not weakened, and NCWNZ agrees with the principles that are proposed. As indicated NCWNZ also believes that the climate crisis must be linked to the Sustainable Development Goals, which are not referred to, in spite of our government's stated commitments in its 2019 Voluntary National Review, or Minister Mahuta's⁶ clear statements at the UNANZ conference in August 2021 referring to the SDGs. This approach would also recognise the critical importance of an interconnected approach, a model that has too often been ignored, in favour of preferring a simplistic, single issue approach to address multifaceted complex problems.
33. Only if we recognise the connectedness of the issues confronting us, and the increasing risk of fatal impact on present and future generations, can we hope to achieve a more sustainable world where "no-one is left behind" and where we finally recognise that climate change can prevent humanity from reaching all or any of our goals. We have

⁶ Mahuta N. 2021. Keynote address. UNANZ Conference 2021.

wasted too much time already and must now confront a crisis, that will require us all, in Gordon Brown's words to the G20 12 years ago, "to do development differently". But at that time, governments' representatives and the world's financial leaders gathered in that room in Whitehall, chose not to listen. Similarly at the World Health Assembly when Dr Margaret Chan warned Parties clearly of the likely devastating impact of climate change on global health, they chose not to act. Even since late COVID-19 many have continued to ignore the evidence.

34. NCWNZ believes that it is more vitally important than ever to demonstrate the thinking of the architects of the Sustainable Development Goals, who believed that "climate change can prevent us meeting all or any of our goals," and that the IPCC report⁷ this month warns us that climate change is rapid, widespread and intensifying. It is clear that we have little time to avert a crisis that is beyond human comprehension.
35. We now know all too well, from shared experience across the globe that combination of climate change, loss of biodiversity, ecological breakdown, pollution, contamination of water, and emissions, urbanisation and globalisation are connected, and together become "the passport to pandemics". This reality is with us today, and threatens the wellbeing of humanity, and New Zealand must strive to build influential, international alliances among member states to ensure effective, immediate action is agreed. This will not be the first time that this small country of five million has fought for a challenging but critical agenda of change, and succeeded.
36. It will also be important for the New Zealand delegation to draw upon the knowledge of our country's indigenous people, and others', the knowledge of Mātauranga Māori, of guardianship, kaitiakitanga and the importance of manaakitanga and Papatūānuku, in order for humanity to not only to survive, but to flourish by living in greater harmony with the natural world.
37. NCWNZ is pleased that the Mandate recognises the greater impact of climate change on women. Whether as the result of desertification, or rising sea levels, this has been shown to result from the need to provide food, fuel, shelter, and safety for their families. Women also experience greater levels of violence during disasters, and the ensuing conflict that can result from climate emergencies. They are frequently unable to access contraception or essential maternal and reproductive health services, and primary health care for their families. The University of the South Pacific has indicated that women carry a 25% greater burden in relation to climate change. This also links to issues such as modern slavery, trafficking and poor health. The World Bank stipulated many years ago that if a country wishes to improve its economy it must invest in women

⁷ Intergovernmental Panel on Climate Change. 2021. Climate Change 2021: The Physical Science Basis: Summary for Policymakers.
https://www.ipcc.ch/report/ar6/wg1/downloads/report/IPCC_AR6_WGI_SPM.pdf

who will return more than 70% of their earnings to their family and community compared with men's 34%. There is little indication that this has changed.

Are there specific positions above you agree or do not agree with, and why?

38. NCWNZ believes that the issues of loss and damage do not recognise the impact of the creation of "climate refugees". As the former President of Kiribati⁸ said, "We do not want to become climate refugees. If we must leave, we want to leave as skilled migrants not climate refugees". This was a challenge to New Zealand and other high-income countries, and to the international development agenda, and yet we see too often the refusal to recognise the situation and historic numbers of refugees. Those engaged in international development have responsibilities, including the need to plan and work collaboratively, to build capacity, and address issues of human rights and equity.
39. Aotearoa New Zealand is still on the journey of fully recognising and implementing te Tiriti o Waitangi although we have taken some steps to tackle inequality, and racism. It is critical that our government involves Māori in key planning roles in the delegation to the COP, and supports and encourages the voices of other indigenous people. Likewise, it is imperative that local bodies work not only for their constituency but for the greater good of all people of Aotearoa New Zealand and the world we share.
40. We also ask that civil society, including NGOs, the private sector and iwi, continues to be involved, in preparation for COP, at the conference, and in subsequent national and local planning, legislation, action, evaluation, data collection and reporting. This would include NGOs but also the private sector, including a number of Māori businesses. Some private sector organisations and coalitions are doing excellent work on procurement and other systems in relation to the SDGs and climate change. One example, working with the Auckland DHB, is the Chancery Lane Project, an international, pro bono collective of lawyers, including MinterEllisonRuddWatts, environmentalists, policy makers, engineers and academics, who have come together to rewire how we contract, and to rethink legal structures to enable solutions to the climate crisis. Climate conscious drafting enables business and communities to embed net zero drafting solutions, and empower lawyers to facilitate a just transition in their transactions, projects and organisations. Initiatives like this, and the work of the Auckland DHB on the SDGs and climate change are important to foster as a model for others.
41. Not only must New Zealand schools now teach our history in critically different ways, but also an evidence based understanding of climate change and the environment and practical ways of integrating this into every day actions, as well as legislation. The rhetoric of "clean and green" is no longer sufficient, and for many it is unbelievable that

⁸ Chandran N. 2018. A former president is worried that his country is sinking into the ocean. <https://www.cnn.com/2018/03/06/former-kiribati-president-anote-tong-warns-about-climate-refugees.html>

fresh water - which we have taken for granted for so long has become the “new gold” of our country.

Part 3. The mandate

42. NCWNZ would like to thank the Minister for this opportunity to comment on the accompanying document with Appendices, a Cabinet paper⁹, prepared for the December 2019 meeting of state Parties for the UN Framework Convention on Climate Change and was proactively released by the Minister.
43. Some important points have already been touched on, including our view that parts of the Mandate are contradictory: for example, there is a statement early in the document that states that nothing that is proposed would impact on disabled people. Later sections refute this, but the earlier statement is inaccurate and misleading.
44. It was felt worthwhile to review the negotiation mandate at that time, as the objective of limiting the global average temperature rise to 1.5° Celsius had been set, the heart of New Zealand’s climate policy; negotiation of the implementation guidelines of the Paris Agreement were nearly complete, and there was an opportunity to align the mandate with the Pacific reset.
45. At the time there was consultation with iwi and stakeholders, and the responses recognised the “urgent need for ambitious climate action” which we at NCWNZ continue to call for today. It is encouraging that the government agreed that “taking decisive action on climate change is a priority for this Government”. It asserted too that “we are taking significant action at home, but climate change is a global issue requiring a global solution”. Ultimately the adverse impacts climate change will have on New Zealand will be determined by the effectiveness of global, not national, action. Consequently, the Government agreed on “the importance of leadership at home and internationally in order to influence this global response”.
46. NCWNZ would welcome a structured and high-profile continuation of such leadership, and recognition of the close linkage between tackling climate change effectively and the SDGs. We look forward to the Auditor general’s impending report, as we believe that Government can achieve both the living standards framework and wellbeing, and the SDGs. For many young people today the threat of cataclysmic climate change combined with the resulting loss of sustainability and increased inequality is the greatest enemy of wellbeing. The SDGs, climate change, wellbeing, and the New Zealand Living Standards Framework are complementary elements, reflecting the Global Goals and Agenda 2030 which are to be achieved through partnership at all levels. Indeed, some countries’ governments recognised this during the early days of the COVID pandemic, and as a consequence, they required sustainability plans and frameworks as a pre-requisite for COVID emergency funding for the private sector.

⁹ Climate Change Negotiations Mandate: Update: (CAB-19-MIN-0430 refers). 2019.

47. The climate negotiation mandate guides New Zealand’s participation within the guidelines of the “Paris Rulebook” and the resulting actions and partnerships must be transparent and subject to public scrutiny. We hope that there will be increased opportunities for this, including the recognition of the importance of the environment to Māori and their role as kaitiaki which is included.
48. The mandate recognises that Pacific Island countries are on the front line of climate change. Upscaling New Zealand’s support for the Pacific countries and investing in their resilience and development are essential, and not only because it aligns with our own national interest. The Pacific has been a priority for New Zealand, and it must continue to be. This was less evident recently, in our response to COVID in the Pacific, and not what many in the Pacific, and New Zealand, might have expected. NCWNZ also recognises the importance of the Antarctic, and New Zealand’s role which are briefly discussed.
49. There is insufficient time here to detail our full response to the mandate but it is clear that respondents at the time of its development recognised the need for urgent action, as we have also stressed already in our response.
50. It is stated that there are no legislative implications arising from this paper, but to an ordinary reader this suggests a lack of willingness to achieve action through legislation. It is, however, stated that there will be detailed impact analysis should legislation be necessary. We believe that legislation related to major changes will be necessary if we are to address urgent issues effectively, and this would require as good an impact analysis as time allows, given our urgent situation.
51. It states that the proposals in the paper are consistent with the New Zealand Bill of Rights Act 1990¹⁰, but, as mentioned earlier, it also states that “the proposals in this paper” do not have “disability implications”, which in our view demonstrates the lack of an intersectional lens, and inclusion.
52. However, in a later section it states that New Zealand will support calls for Parties, when taking action to address climate change, to respect, promote and consider their obligations to ... human rights and the rights of indigenous peoples. Local communities, persons with disabilities, and people in vulnerable situations as well as on gender equality and the empowerment of women. It also recognises that “climate change disproportionately affects women in a manner that exacerbates gender inequalities”. NCWNZ would like to see more detailed policy and planning in relation to this, particularly given the recent greater impacts of COVID on women, for which some government services, agencies and employers seemed unprepared.

¹⁰ New Zealand Bill of Rights Act 1990.

<https://www.legislation.govt.nz/act/public/1990/0109/latest/whole.html>

- 53.
54. Greater communication with the public and interested stakeholders about the commitments and principles contained in this mandate, and examples of how they are put into practice at home and abroad would be reassuring to New Zealanders, and enhance greater belief and confidence in their country's leadership in relation to climate change.
55. Appendices and general principles add detail to this mandate. Some people will debate the conclusions regarding the future – or otherwise – of the Kyoto Protocol¹¹, in the light of the Paris Agreement Framework¹².
56. The overview section which we addressed in Part 1 of our response, identified a number of concerns that we have. Much of the detail and wording included in the mandate gives us greater confidence and encouragement in our government's position and its negotiation principles and aspirations than many of us may have had previously, or that we found in the brief overview. We hope that the government, as part of its desire for transparency will seek opportunities for ongoing engagement with New Zealanders, and in particular their Tiriti partners, on these critical, urgent issues that confront us. We also hope that our government's leadership will be a positive, urgent and persuasive influence at COP 26.

Conclusions

57. NCWNZ urges our government to step up, as it has demonstrated has the capacity to do, and meet this moment's demands for justice, equity, and ambition.
58. We look forward to government's active partnership and engagement, abroad, in the Pacific and at home, with communities, civil society, local bodies, business, iwi, new migrants, refugees and young people, together with greater recognition of the capacity and capability of women. We hope this will result in greater understanding, collaborative, joined up action, and systemic change, as well as a just transition and progress towards a more sustainable world where "no-one is left behind". Only then can we make the inevitably controversial changes that are so urgently needed, at local, national, regional, and global levels in order to meet the extraordinary and daunting challenges we face together.
59. Thank you again for this opportunity. NCWNZ is pleased that our feedback will be considered by our negotiators and summarised for the Minister for Climate Change, Hon James Shaw. We would, of course, be pleased to have an opportunity to discuss these and related issues further.

¹¹ Kyoto Protocol to the United Nations Framework Convention on Climate Change. <http://unfccc.int/resource/docs/convkp/kpeng.pdf>

¹² United Nations. Climate Change. 2015. The Paris Agreement. <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>

60. On behalf of NCWNZ we wish those meeting at COP26 the very best for their discussions and decisions, may they be the best that are humanly possible, kia kaha kia manawanui.



Suzanne Manning
NCWNZ Board



Gill Greer
Member, NCWNZ Climate Change & Environment Standing
Committee



Barbara Bedeschi Lewando
Member, NCWNZ Climate Change & Environment Standing Committee