

Joint Climate Change Adaptation Committee

Thursday 24 July 2025 at 1:00 pm

AGENDA

Joint Climate Change Adaptation Committee Agenda

Meeting to be held in the Council Chamber
36 Water Street, Whangārei
on Thursday 24 July 2025, commencing at 1:00 pm

Recommendations contained in the agenda are NOT decisions of the meeting. Please refer to minutes for resolutions.

MEMBERSHIP OF THE JOINT CLIMATE CHANGE ADAPTATION COMMITTEE

Chairperson, Te Uri o Hau and Te Roroa Representative Fiona Kemp

Deputy Chairperson – WDC
Councilor, Scott McKenzie

KDC Mayor, Craig Jepson

NRC Councillor, Amy
Macdonald

FNDC Deputy Mayor, Kelly
Stratford

NRC iwi/hapu representative,
George Riley

WDC iwi/hapu representative,
Delaraine Armstrong

FNDC iwi/hapu representative,
Nyze Manuel

This meeting will be recorded and transcribed by NRC systems. In line with council policy, we will not admit any external AI transcription services.

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TITLE: Confirmation of Minutes - 20 March 2025


From: Claire Lewinski, Climate Resilience Fund Administrator

Authorised by Louisa Gritt, Group Manager - Community Resilience, on 02 July 2025
Group Manager/s:

Ngā mahi tūtohutia / Recommendation

That the minutes of the Joint Climate Change Adaptation Committee meeting held on 20 March 2025 be confirmed as a true and correct record and that these be duly authenticated by the Chair.

Attachments/Ngā tapirihanga

Attachment 1: JCCAC Minutes - 20 March 2025 [↓](#) 

Joint Climate Change Adaptation Committee
20 March 2025

Joint Climate Change Adaptation Committee Minutes

Meeting held in the Council Chamber
36 Water Street, Whangārei
on Thursday 20 March 2025, commencing at 1:00 pm

Tuhinga/Present:

Chairperson, Te Uri o Hau and Te Roroa Representative Fiona Kemp
Deputy Chairperson, WDC Councillor Scott McKenzie
Councillor Amy Macdonald
KDC Mayor Craig Jepson
FNDC Deputy Mayor Kelly Stratford (online)
NRC iwi/hapu representative George Riley (online)
WDC iwi/hapu representative Delaraine Armstrong
FNDC iwi/hapu representative Nyze Manuel

I Tae Mai/In Attendance:

Full Meeting

Group Manager - Community Resilience, Louisa
NRC Chief Executive Officer, Jono Gibbard
NRC Alternate John Blackwell
WDC Alternate Nick Connop
Rakesh Pinao, NRC Regional Climate Adaptation Lead
NRC Secretariat, Haylee Labelle
Natalie Child, NRC Climate Action and Natural Hazards Manager
Nicole Ross, NRC Regional Adaptation Programme Coordinator
Michelle Howe, NRC Zero Carbon Transition Advisor
Ingrid Kuindersam, NRC Senior Policy Planner
Kim Wall, Climate Resilience Advisor
Anna Talbot, Natural Hazards Analyst
WDC Bernadette Aperahama
WDC, Roselyn Naidu
FNDC GM Planning & Policy, Roger Ackers
FNDC, Katy Simon
Mark Baker Jones
Melanie Baker Jones
Sean Rush
Christine Taylor, NRC Governance Specialist

Part Meeting

WDC Mayor Vince Cocurullo

The Chair declared the meeting open at 1pm with a Karakia by George Riley.

Joint Climate Change Adaptation Committee
20 March 2025

Ngā Mahi Whakapai/Housekeeping (Item 1.0)

Ngā whakapahā/Apologies (Item 2.0)

There were no apologies.

Confirmation of Minutes - 4th November 2024 (Item 4.1)

Report from Claire Lewinski, Climate Resilience Fund Administrator

Moved (McKenzie / Macdonald)

That the minutes of the JCCAC meeting held on 4 November 2024 be confirmed as a true and correct record and that these be duly authenticated by the Chair.

Carried

Receipt of Action Sheet (Item 5.1)

Report from Claire Lewinski, Climate Resilience Fund Administrator

Moved (Stratford / McKenzie)

That the action sheet be received.

Carried

Programme Update Report (Item 6.1)

Report from Rakesh Pinao, Regional Climate Adaptation Programme Lead

Moved (Macdonald/ Stratford)

That the report 'Programme Update Report' by Rakesh Pinao, Regional Climate Adaptation Programme Lead and dated 25 February 2025, be received.

Carried

Notice of Motion - Climate Data Review (Item 6.2)

Report from Haylee Labelle, Personal Assistant Community Resilience

Moved (Jepson / Cocurullo)

1. That the report 'Notice of Motion - Climate Data Review' by Louisa Gritt, GM Community Resilience and dated 11 March 2025, be received.

Carried

It was further moved (Jepson / Cocurullo)

Joint Climate Change Adaptation Committee
20 March 2025

2. That the Joint Climate Change Adaptation Committee agrees that the Chief Executive of the Northland Regional Council (as the secretariat for the Joint Committee) write to the Minister for the Environment, requesting:
 - i. A review of the latest climate science, including the most recent IPCC reports and other relevant research.
 - ii. An assessment of whether New Zealand's current approach to climate adaptation is based on the most appropriate Representative Concentration Pathways (RCPs) or Shared Socioeconomic Pathways (SSPs).
 - iii. Consideration of whether updates to official guidance and policies are necessary to reflect the most current scientific understanding. **(Attached).**

Secretarial Note:

- *In accordance with sections 41A(5) and 30A(6A) Schedule 7 of the Local Government Act the WDC Mayor was an ex-officio on the JCCAC and had full membership rights other than counting toward the quorum.*
- *The Chair permitted Barrister Sean Rush to speak to the Notice of Motion on behalf of the mover.*
- *It was noted that NIWA's presentation of Representative Concentration Pathways (RCPs) and Shared Socioeconomic Pathways (SSPs) as well as Climate Commission Te Tai Tokerau's recent tour around Northland.*
- *There was a discussion on whether the JCCAC is the appropriate forum to raise a request to review climate science and around the risks and benefits of this request.*
- *It was questioned how policy is impacted by current predicted worst case scenarios. The Climate Action and Natural Hazards Manager responded with an example of Mangawhai water levels of 2023 compared to the predicted worst case scenarios of the RCPs in 100 years time; the comparison showed that we are already experiencing instances of predicted worst case scenarios now Senior Climate Action and Resilience Planner spoke to the FNDC Adaptation Planning based predominantly around New Zealand Coastal Policy Statement, stating councils are obliged to take a cautionary approach.*
- *Concerns were raised about the impact on staff, existing policies, and investment of resources. There was a discussion on whether an investigation into the science would continue to delay recommendations to our community on adaptation and mitigation or if current policy is subjecting communities to irrelevant standards. It was agreed an investigation into the science is reflective of the perspective of some constituents.*
- *At 1.53 pm, WDC Mayor Vince Cocurullo left the meeting.*
- *Councillor Stratford foreshadowed an amendment, however clarification was provided that in accordance with Standing Order 27.4 Alteration of Notice of Motion that 'Only the mover, at the time the notice of motion is moved and with the agreement of a majority of those present at the meeting, may alter a notice of motion. Once moved and seconded no amendments may be made to a notice of motion.'*
- *Standing Orders were silent whether the wording of a Notice of Motion could be modified with the approval of the original mover and seconder (similar to Standing Order 22.3 Option B for speaking and moving motions 'The meeting by agreement of the majority of members present may amend a motion with the agreement of the mover and seconder'). The matter was further complicated in that the seconder of the motion (WDC Mayor Cocurullo) had left the meeting. Given that Standing Orders provided insufficient guidance in such a situation it was for the Chair to decide the appropriate way forward.*

Joint Climate Change Adaptation Committee
20 March 2025

- *The meeting adjourned at 2.07pm and reconvened at 2.14pm. At this time the Chair permitted an amended Notice of Motion to proceed with a new seconder as follows:*

Moved (Jepson/Riley)

That the CE of NRC request a report from NIWA and MfE on how, if any, the new interpretations of the AR6-based projections should be being used in local adaptation planning, and report back to the JCCAC with the response.

Carried

The Chair in putting the motion called for an expression of opinion by show of hands. The result being councillors Macdonald, Jepson, McKenzie, Stratford, Riley, Porter and Armstrong in favour. Nil voted against).

Whakamutunga (Conclusion)

The meeting concluded at 2:17pm and moved to a workshop.

TITLE: **Receipt of Action Sheet**

From: Claire Lewinski, Climate Resilience Fund Administrator

Authorised by Louisa Gritt, Group Manager - Community Resilience, on 03 July 2025
Group Manager/s:

Whakarāpopototanga / Executive summary

The purpose of this report is to enable the meeting to receive the current action sheet.

Nga mahi tutohutia / Recommendation

That the action sheet be received.

Attachments/Ngā tapirihanga

Attachment 1: JCCAC Action Sheet [↓](#) 

Joint Climate Change Adaptation Commitee Action Sheet						
Action #	Meeting date	Agenda Item	Action	Person(s) responsible	Status	Notes
1	7/03/2022	Peer review of the Joint Strategy (Item 6.3)	CATT will review options for the Matauranga Maori Review and the process and report back to the JCCAC.	Rakesh Pinao	On Hold	14/03/25: A matauranga māori review remains outstanding. The Te Ao Māori decision making framework (Te Mana o Te Ao Turoa) includes a series of recommendations that are our best voice of regional tangata whenua and climate change adaptation. The regional Leaderhsip investigation workshop and recommendations report will acknowledge this work, and confirm with members views of next steps. 23/10/24: It was agreed to put the governance review on hold for now given other priorities 2023: Expected to coincide with Governance Review in late 2024 to include Strategy review.
2	4/11/2024	Climate Programme Progress (Item 6.2)	JCCAC chair to consider a presentation on the learnings from TAHA (Te ara huringa o Te Taiao) from marae to a future JCCAC meeting	JCCAC Chair	In progress	2/7/25: Not yet arranged. The opportunity for learnings to be provided to JCCAC in the new triennium will be explored, perhaps as non-committee presentation. NRC Climate action team to pickup and arrange logistics, with support from the chair.
3	20/03/2025	Notice of Motion - climate Data Review (Item 6.2)	The CE of NRC request a report from NIWA and MfE on how, if any, the new interpretations of the AR6-based projections should be being used in local adaptation planning, and report back to the JCCAC with the response.	CE of NRC	Completed	20/03/2025: Notion Moved 08/04/2025: CE sent letter about the use of the Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report (AR6) climate projections in local government planning. 08/05/2025: Recieved response from MfE, James Palmer, Secretary for the Environment 26/05/2025: Response circulated to JCCAC members and alternates

TITLE: Findings from the Regional Climate Action Leadership Investigation

From: Rakesh Pinao, Regional Climate Adaptation Programme Lead

Authorised by Group Manager/s: Louisa Gritt, Group Manager - Community Resilience, on 14 July 2025

Executive summary/Whakarāpopototanga

The Regional Climate Action Leadership Investigation was conducted as the first step in a review process identified as part of the Te Taitokerau Climate Adaptation Strategy. A review was expected based on trigger points considering the direction of central government legislative reforms at the time of 2022, and emerging local government needs. Minor adjustments have been made in detailing the programme but otherwise the Strategy and its governance model have not changed.

The role of local government in climate adaptation has not changed either and the long-term community need is highlighted by a recent expert panel review on climate adaptation. The governance review was an opportunity to address committee aspirations for improved leadership and governance in the region and to support the programme to meet the Strategy aspirations with respect to climate action.

The investigation confirms that there is a place for the Joint Climate Adaptation Committee and finds key governance challenges and opportunities in line with the existing mandate and purpose of this committee under the Terms of Reference, and against a robust framework for good governance.

Eight key governance challenges are identified, these include mandate and role clarity, strategic resourcing and prioritisation, governance processes, leadership and advocacy, co-governance practice, system architecture and implementation support. Committee members are asked to consider the next steps to addressing these challenges which include adopting a staged governance development programme in accordance with a governance activation pathway. This programme if endorsed can be implemented within the current terms of reference for the committee and embedded into the JCCAC work programme. The aim of the programme will be to strengthen mandate execution, enhance the system oversight and embed co-governance into regional climate governance.

The Summary Report (Attachment 1 – 5 pages) outlines eight key governance challenges and next steps. These are taken from the Full Technical Report (Attachment 2 – 60 pages plus appendices).

Recommendation(s)

1. That the report 'Findings from the Regional Climate Action Leadership Investigation' by Rakesh Pinao, Regional Climate Adaptation Programme Lead and dated 24 June 2025, be received.
2. That the Joint Climate Change Adaptation Committee **accept** the findings of the Technical Report and as outlined in the Report Summary.
3. That the Joint Climate Change Adaptation Committee **endorse** the Governance Activation Pathway for inclusion into the governance workstream of the programme, and requests a plan is developed for the committee to be considered at its next meeting.

Options

1. Accept the findings of the Full Technical Report and endorse the Governance Activation Pathway.	
Advantages	Disadvantages
<ul style="list-style-type: none"> • Reduced governance risks, and the financial implications of those risks over time. • Opportunity to reprioritise programme funding for this purpose. • No impact on the remaining programme delivery. • Finding report is available for future reference and guidance, and to report governance progress against. 	<ul style="list-style-type: none"> • Added programme cost: estimates to be detailed for next committee meeting for consideration. • Councils may not be in a position to resource this work.
2. Accept the findings of the Full Technical Report and do not endorse the Governance Activation Pathways	
Advantages	Disadvantages
<ul style="list-style-type: none"> • Finding report is available for future reference and guidance. • No delay to the delivery programme. • No added cost. 	<ul style="list-style-type: none"> • Maintains governance risks, and the financial implications of those risks extend over time. • Maintains existing inefficiencies.
3. Reject the findings of the Full Technical Report.	
Advantages	Disadvantages
<ul style="list-style-type: none"> • Findings report is available but has little mandate to guide the programme. • No delay to the delivery programme. • No added cost. 	<ul style="list-style-type: none"> • Maintains governance risks, and the financial implications of those risks extend over time. • Maintains existing inefficiencies.

The staff recommend Option 1: **Accept** the findings of the Full Technical Report and **endorse** the Governance Activation Pathways for further work.

Considerations

1. Climate Impact

The recommendations are in line with the Te Taitokerau Climate Adaptation Strategy.

2. Environmental Impact

There is no environmental impact associated with the recommendations.

3. Community views

Community views have not been consulted on in the direction of the recommendations, they are a technical set of recommendations designed to support council governance function and leadership functioning for climate adaptation.

4. Māori impact statement

The report highlights several ways in which tangata whenua participation in governance and leadership could be improved. It is expected that this would have significant benefit for tangata whenua regionally if the overall recommendations were advanced.

Iwi representatives on this committee took part directly in the investigation interviews.

5. Financial implications

There is a financial cost associated to deliver Governance Activation Pathway (Option 1). Option 2 & 3 have no effective financial cost to deliver.

The financial risk associated with all options stay the same at present. An improvement in reducing governance risks, associated with the recommendations of Option 1, would reduce financial risk exposure faster and further than under Option 2 & 3.

6. Implementation issues

The Joint Climate Change Adaptation Committee have no delegations to resource directly the recommendations. The committee can request each council to provide resource, but the risk of partial or underfunding may need to consider as part of implementation.

The findings show structural challenges in respect of iwi representatives' participation in the committee. This is controlled by member council policy that is not aligned and not consistently applied. This will form a barrier to participation.

All members have limited time commitments that are also a barrier to the governance development programme proposed and would need considered.

7. Significance and engagement

In relation to section 79 of the Local Government Act 2002, this decision is considered to be of low significance when assessed against Northern Regional Council's significance and engagement policy because the recommendations fit within the existing terms of reference of the committee and within the strategic direction of councils. This does not mean that this matter is not of significance to tangata whenua and/or individual communities, but that the committee is able to make decisions relating to this matter without undertaking further consultation or engagement.

8. Policy, risk management and legislative compliance

The recommendation would put councils and the committee in a strong position for policy under current and future legislative changes around climate change and climate adaptation. The decision has no direct impact on policy of legislative compliance.

The recommendations presented offer a path to reduced governance risks and improved overall management of risks related to climate change impacts.

Background/Further Information

It is acknowledged that there is a significant amount of information included in the technical report and more work will need to be done to pull out the value of its details. Therefore, staff have structured the recommendations before members today to a staged adoption of the report and to recommend a commitment to the Governance Activation Pathway.

Committee members are asked to consider the key issues and recommended next steps from the report. In considering their position, members are also asked to think about the wider context and what they feel decision-makers in similar roles may need in the next few years.

Staff welcome discussion on the findings; Te Whakahaere are available to answer questions on the meaning or intent of the reports

Delivering the Governance Activation Pathway

If endorsed staff will develop a plan to deliver the Governance Activation Pathway to allow adequate resourcing and delivery. It is expected that the plan resources will be shared among the four councils to deliver those improvements, and that this committee will first need to review and prioritise those at the next committee meeting.

Staff expect that the plan will include these six activities, and they form the interim set of governance recommendations for the Performance Scorecard.

Leadership Development

Workshops to look at governance and climate risks with participants from JCCAC, council executives, hapū partners, and agency leaders. This forms the foundations for design stages.

Governance Mapping and Stocktake

Structured mapping, stocktakes, and horizon scans across councils, hapū, and delivery partners to assess ability, resourcing, mandate clarity, governance processes and system architecture. This would provide the evidence base to the committee for targeted governance interventions.

Regional Adaptation Governance Dialogue and Co-Design

Facilitated cross-council, hapū, and agency workshops to co-design governance principles, resourcing frameworks, system architecture, and partnership agreements. These engagements ensure that reforms are context-responsive, collectively owned, and aligned to regional priorities.

Governance Protocol Development

Develop and adopt governance protocols, manuals, charters and advocacy guidelines that clarify roles, embed co-governance, support decision-making, and enable consistent oversight. These instruments operationalize JCCAC's mandate and strengthen institutional coherence.


Regional Adaptation Risk Governance Framework


Develop Review the existing Monitoring, Evaluation and Reporting framework to ensure it adequately contains, communicates, reports and escalates regional adaptation risks.

Governance Review

An independent and open report on the state of programme governance to enable trust and transparency. To include the future RMA reforms and Climate Adaptation Framework.

Attachments/Ngā tapirihanga

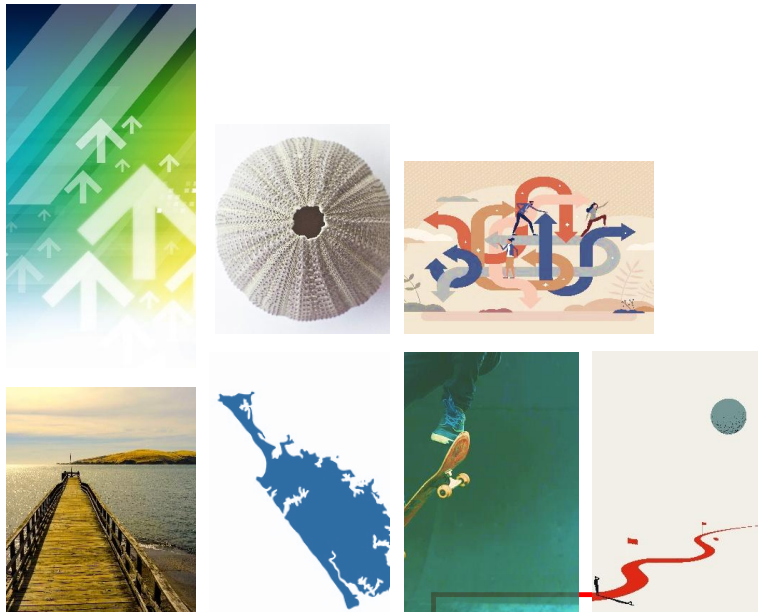
Attachment 1: Summary Report - Realising Regional Climate Leadership 2025, Findings and Proposed Actions [↓](#) 

Attachment 2: Full Technical Report - Realising Regional Climate Leadership 2025, Findings and Proposed Actions [↓](#) 

Realising Regional Climate Leadership

SUMMARY REPORT FOR DECISION MAKERS: FINDINGS AND PROPOSED ACTIONS

Note: This summary is intended to support Committee decision-making and should be read in conjunction with the full technical report (RECOMMENDATIONS REPORT 2025 – TECHNICAL REPORT).



Te
Whakahaere

We Are You. Ko Tātou Tahi

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1

1 PURPOSE AND CONTEXT

This summary presents the main findings from the 2025 interim governance review of the Joint Climate Change Adaptation Committee (JCCAC).

The review looked at how well the Committee is conducting its governance role under s 6(a) of its Terms of Reference (ToR), and identifies practical steps to help improve its effectiveness.

The findings are based on structured interviews, review of key documents, and targeted stakeholder feedback to ensure they are accurate and relevant. The findings and actions have been tested with stakeholders through interviews, document review, and a validation survey process.

The review confirmed that the JCCAC continues to be a necessary and valued governance body. However, its ability to provide oversight and coordination is limited by:

1. unclear governance responsibilities,
2. fragmented institutional arrangements across councils and hapū, and
3. the absence of shared decision-making, monitoring, and system mapping mechanisms.

The key recommendation to address these constraints is for the establishment of a **governance development programme** that addresses these three material governance risks to the Committee achieving its full governance and leadership potential. The Technical Report¹ that accompanies this Summary Report, sets out practical, step-by-step “activation pathways” through which the programme can be developed.

Without these changes, the region risks inefficiency, wasted resources, and slower climate adaptation.

By improving how governance functions across the region, the Committee can move from acting as a collection of councils to operating as a credible, coordinated regional adaptation system. This will strengthen its voice, improve alignment, and increase impact where it matters most.

2 KEY GOVERNANCE CHALLENGES AND OPPORTUNITIES

The following table summarises the eight governance issue areas identified in the review that if not addressed will limit the Committee’s ability to achieve its potential. Alongside

¹ Te Whakahaere āhuarangi Ltd. (2025). *Realising regional climate leadership: Insights and recommendations on the future role of the Joint Climate Change Adaptation Committee (Full Technical Report)*. Prepared for Northland Regional Council.

each issue is the primary action proposed under each activation pathway to address the issue.

Issue Being Addressed	Proposed Action
1. Mandate and Role Clarity Committee members interpret the mandate differently. Responsibilities under the ToR are not consistently understood, limiting alignment.	<i>Confirm shared understanding of mandate and develop formal governance role definitions.</i>
2. Strategic Resourcing & Prioritisation Funding decisions are made in isolation by individual councils, with no consistent framework to guide prioritisation based on regional needs or resilience outcomes.	<i>Initiate regional dialogue and develop shared prioritisation principles.</i>
3. Governance Processes Current governance processes are informal. There is no consistent approach to decision-making, accountability, or monitoring of agreed actions.	<i>Adopt minimum governance procedures and follow-through systems.</i>
4. Climate Risk Intelligence Climate risk data is not consistently used to inform governance decisions. Gaps in system intelligence reduce foresight and coordination.	<i>Establish a shared regional climate risk intelligence function.</i>
5. Leadership and Advocacy Leadership practices are variable and often informal. There is no shared approach to representing the region or advocating on system-wide adaptation issues.	<i>Develop advocacy and leadership protocols.</i>
6. Co-Governance Practice Hapū participation remains dependent on temporary funding and informal commitments. The co-governance model lacks structural security.	<i>Formalise co-governance commitments and develop a stable participation model.</i>
7. System Architecture Adaptation roles across councils, hapū, and agencies are poorly integrated. There is no shared architecture to support coherent regional delivery.	<i>Facilitate development of a regional adaptation governance system map.</i>
8. Implementation Support Prior recommendations have not been consistently implemented. The Committee lacks a structured approach to ongoing governance improvement.	<i>Adopt a staged governance development programme with dedicated support.</i>

3 THE PATH FORWARD

Considering the Technical Report's findings, it is recommended that JCCAC adopt the staged governance and leadership development programme in accordance with the activation pathways set out in the technical report, to address the constraints outlined above.

The programme is modular and sequenced, aligned to the governance themes identified in the review. It can be implemented within the Committee's existing ToR and embedded into standard JCCAC work programming, without requiring structural change. The approach is

designed to build capability without increasing administrative burden and can be supported through facilitated implementation.

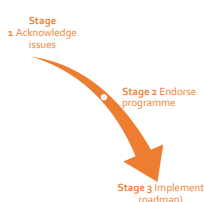
Overall, the programme will strengthen mandate execution, enhance system oversight, and embed co-governance more securely into regional climate governance.

In addition, the Technical Report highlights the financial consequences of inaction. Poor governance coordination contributes to inefficiencies, duplicated effort, reduced access to co-investment, and elevated financial exposure from climate-related failures. Implementing the development programme is expected to reduce long-term costs and support more efficient, risk-informed decision-making across the region.

Given the Technical Report's findings and recommendations, and that taking action will help the Committee to:

- ✓ Strengthen its position as a credible regional voice on climate adaptation, increasing influence with central government and other funders
- ✓ Improve alignment and efficiency across councils and partners, reducing duplication and enhancing collective impact
- ✓ Provide greater assurance to communities that adaptation decisions are coordinated, transparent, and grounded in shared governance commitments,

at the meeting on 24 July 2025, the Committee may wish to consider the following steps, consistent with the Technical Report's findings:



1. **Note** the governance constraints set out in the Technical Report and outlined in this summary.
2. **Endorse** establishment of the proposed staged governance and leadership development programme.
3. **Invite** officers and facilitation partners to prepare an implementation roadmap for staged adoption of the governance and leadership development programme.
4. **Commit** to reviewing progress periodically and embedding the programme into the Committee's ongoing governance agenda.



Realising Regional Climate Leadership

Insights and Recommendations on the Future Role of the
Joint Climate Change Adaptation Committee

FULL TECHNICAL REPORT



i

Prepared for:

Rakesh Pinao, Regional Climate Adaptation Programme Co-Lead, Northland Regional Council | Te Kaunihera ā rohe o Te Tai Tokerau

Date:

9 July 2025

Prepared by:

Te Whakahaere āhuarangi Limited

Whakahaere means (v) to organise, cause to go, conduct, operate, lead, execute, direct, manage, control, administer, institute, implement, perform, (n) operation, organisation, control, administration.

āhuarangi means climate.

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Colour palette:

Black represents *Te Korekore* (the Void, the realm of potential being). It symbolises the long darkness from which the earth emerged, as well as signifying Ranginui - the heavens, a male, formless, floating, passive force, husband of Papatūānuku, from which union originates all living things.

Red represents *Te Wheiao* (coming into being, world of light). It symbolises Papatūānuku, the earthmother, the sustainer of all living things, and therefore both the land and its active forces.

White represents *Te Ao Mārama*. (the realm of being and light). It symbolises the physical world, purity, harmony, enlightenment, and balance.

*Ko Ranginui kei runga
Ko Papatūānuku kei raro
Ko ngā tāngata kei waenganui
Tihei mauri ora!*

Disclaimer on Use of AI Tools

AI-enabled tools were used in the preparation of this report to support document editing, thematic analysis, and formatting. This includes assistance with categorising interview data, proofreading, and improving readability. All content was reviewed and validated by the authors, who retain full responsibility for the findings and recommendations.

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GLOSSARY OF ACRONYMS

Acronym	Full Term	Description / Context
FNDC	Far North District Council	Territorial authority responsible for local governance in Te Tai Tokerau
IAP2	International Association for Public Participation	International standard for public participation and stakeholder engagement
JCCAC	Joint Climate Change Adaptation Committee	Regional joint committee overseeing climate adaptation governance, comprising elected members and hapū representatives
KDC	Kaipara District Council	Territorial authority responsible for local governance in Te Tai Tokerau
LGA	Local Government Act 2002	Primary statute governing powers and responsibilities of local authorities in Aotearoa New Zealand
LGNZ	Local Government New Zealand	National membership organisation representing and advocating for local government
LTP	Long-Term Plan	Long-term financial and service delivery planning tool required under the Local Government Act
MfE	Ministry for the Environment	Central government ministry responsible for environmental and climate policy
NPS	National Policy Statement	National direction instrument issued under the Resource Management Act
NRC	Northland Regional Council	Regional authority responsible for environmental management and regional services in Te Tai Tokerau
RMA	Resource Management Act 1991	Primary legislation for environmental management in Aotearoa New Zealand (currently being replaced)
TBC	To Be Confirmed	Placeholder where decisions or content are yet to be confirmed
ToR	Terms of Reference	Document outlining the mandate, roles, and operational structure of JCCAC
TTCAS	Te Tai Tokerau Climate Adaptation Strategy	Regional strategy setting climate adaptation priorities across Te Tai Tokerau (non-statutory)
WDC	Whangārei District Council	Territorial authority responsible for local governance in Te Tai Tokerau

1 EXECUTIVE SUMMARY

Introduction

The OECD and others have noted that effective climate adaptation demands coordination that extends beyond individual council boundaries. Fragmented local approaches are often inefficient and can exacerbate systemic risk, whereas regional collaboration enables scale, enhances capability sharing, and strengthens governance resilience. Evidence consistently shows that joint planning delivers better outcomes where climate hazards and infrastructure interdependencies span jurisdictions. A shared regional platform does more than align technical work programmes; it builds political coherence, shared priorities, and institutional consistency.

Under its Terms of Reference (**ToR**), (s6(a)), the Joint Climate Change Adaptation Committee (**JCCAC**) holds a formal mandate to provide direction and oversight of regional climate adaptation. This review examines the extent to which that mandate is currently exercised, and identifies opportunities to strengthen JCCAC's governance performance and system leadership role.

The JCCAC occupies a critical position in providing collective regional governance oversight, leadership, and coordination for climate adaptation across Te Tai Tokerau. As one participant observed:

Climate issues are too big for any one council. JCCAC is where we have to try and get collective leadership happening.

Since its establishment, JCCAC has provided a unique and valued platform for shared climate adaptation governance across Te Tai Tokerau. Its co-governance structure, which stands as both a distinctive arrangement and a taonga for the four member councils, reflects the region's enduring commitment to partnership. The Committee's work to date has advanced important conversations, built relationships, and established a foundation for future regional action. However, the platform has not yet been fully leveraged to deliver consistent governance direction, performance monitoring, or strategic system alignment.

This interim governance review was commissioned to assess the Committee's leadership capability, mandate clarity, and governance system design, in order to strengthen its capacity to lead climate adaptation in the next local government term. It is part of a staged governance development process and was scoped solely to assess governance arrangements, not operational delivery.

Rather than auditing past performance, the review was framed as a strategic enquiry into where the JCCAC's existing mandate and institutional position could be more fully leveraged. Its purpose is to identify opportunities for the Committee to strengthen regional oversight, activate underutilised governance functions, and more confidently inhabit its system leadership role. The analysis is explicitly governance-focused, forward-facing, and grounded in structured stakeholder input, international standards, and validated system insights.

Key challenges

Through extensive stakeholder engagement, structured governance coding, and validation processes, the review has identified a series of material governance challenges that limit the Committee's ability to operate at its full potential:

- Fragmented allocation of governance roles, structural responsibilities, and accountability frameworks.
- Inconsistent and informal governance processes, including decision protocols and performance monitoring systems.
- Variable governance capability and unclear role expectations across members.
- Lack of regional coordination in resourcing decisions and absence of a shared prioritisation framework.
- Uncodified leadership protocols and inconsistent application of co-governance practice.

These issues do not reflect failings of the Committee itself but highlight structural weaknesses that constrain its effectiveness in providing system-level governance oversight, mandate execution, and regional coordination.

The findings in this report are grounded in a structured multi-stage governance review process. Semi-structured interviews were thematically coded against a bespoke analytical framework drawing on international standards, Te Tiriti partnership principles, and public sector governance benchmarks. Thematic insights were validated through targeted follow-up and a stakeholder survey. This process ensures that the governance issues identified are evidence-based, standards-aligned, and tested for decision relevance.

Long-Term Climate Resilience and Governance Integration

The governance reform recommendations proposed in this report are directly tied to the region's long-term climate resilience objectives. By addressing governance weaknesses such as fragmentation of resources and unclear leadership roles, JCCAC can support more efficient and coordinated adaptation efforts by providing regional oversight, surfacing capacity risks, and promoting alignment among member councils and hapū partners. These improvements are expected to support stronger strategic alignment of adaptation investments with the region's highest resilience priorities, such as infrastructure protection and community adaptation. Consistent governance protocols will enable JCCAC to strengthen regional oversight and promote system-wide alignment in adaptation planning and governance and contribute significantly to the region's ability to reduce climate vulnerability and improve long-term community outcomes. Clearer governance may also improve the region's credibility with external funders, strengthening the case for targeted investment.

Financial Implications of Governance Reform

Addressing governance issues is not just about improving regional coordination, it is also essential for reducing the financial risks associated with climate hazards. It is a critical

mechanism for reducing financial exposure and ensuring efficient allocation of public resources. By formalising governance processes, improving resource allocation, and enhancing regional coordination, JCCAC can prevent inefficiencies and cost overruns in adaptation projects.

These reforms will enhance cost-effectiveness, support long-term value creation, and strengthen the region's ability to attract external investment from both government and private sources. Financial benefits will also be realised through avoided disaster recovery costs, more resilient infrastructure planning, and efficient targeting of limited adaptation funds.

Recommendations

The review outlines a set of recommendations designed to address the identified governance risks and strengthen the Committee's ability to fulfil its regional leadership role. These recommendations are deliberately structured to fall within JCCAC's existing ToR (s(6)(a)) and reflect a sequenced governance activation pathway rather than a prescriptive operational plan or structural reform proposal.

The central recommendation is for JCCAC to adopt a staged governance and leadership development programme as the organising framework for reform. This programme is intended to guide the Committee in addressing specific issues across seven governance domains and to build the capability, discipline, and shared ownership needed for durable system leadership.

- **First**, a formal Committee resolution should acknowledge the governance issues set out in **Section 5** as the basis for structured leadership development.
- **Second**, JCCAC should implement a staged work programme to address each governance issue, sequenced according to the Staged Leadership Activity framework.
- **Third**, specific activities (such as protocols, registers, induction processes, or performance systems) should be co-developed by the Committee and its partners to reflect context and ensure uptake.

This approach enables JCCAC to operationalise its governance mandate, promote shared accountability, and build institutional coherence across the regional adaptation system.

Validation and Stakeholder Support

The survey was the final step in a multi-stage validation process that included structured interviews, real-time testing of insights, and triangulation with documentary evidence. While survey participation was limited, all respondents affirmed the thematic insights, and no governance issue was rejected outright.

Details of the survey design, implementation, and analysis are provided in **Appendix D (Validation Survey Process)**.

2 PURPOSE AND CONTEXT

2.1 The benefits of collaboration

Climate adaptation requires long-term coordination, cross-boundary alignment, and decisions that transcend the capacity, political cycles, and resource constraints of any single territorial authority.

Fragmented approaches to adaptation are inefficient, often duplicating effort, undermining consistency, and amplifying systemic risk.¹ In contrast, regional collaboration can unlock scale efficiencies, support specialist capability sharing,² and create governance arrangements more resilient to political churn.

The literature consistently affirms that joint planning and integrated regional responses offer superior outcomes compared to piecemeal local approaches,³ particularly where hazard exposure and infrastructure interdependencies span jurisdictional boundaries. The promise of a shared regional platform lies not just in coordinating technical work programmes, but in forging durable political consensus, shared priorities, and aligned institutional practice.

2.2 Background

The JCCAC was established in early 2020 as a regional governance body to guide and support climate change adaptation across Te Tai Tokerau. Its formation was endorsed by the chief executives and mayors of the four Northland councils ie, Northland Regional Council (**NRC**), Far North District Council (**FNDC**), Whangārei District Council (**WDC**), and Kaipara District Council (**KDC**), in recognition of the urgent and complex challenges posed by climate change, and the need for a shared, region-wide approach to adaptation.

The strategic intent behind the JCCAC's creation was to establish a formal governance mechanism through which councils and iwi/hapū could jointly exercise leadership on adaptation. It was designed to ensure that decisions relating to climate risk and resilience

¹ Dodman, D., Hayward, B., Pelling, M., Castan Broto, V., Chow, W., Chu, E., Dawson, R., Khirfan, L., McPhearson, T., Prakash, A., Zheng, Y., & Ziervogel, G. (2022). Cities, settlements, and key infrastructure. In H.-O. Pörtner, D. C. Roberts, M. Tignor, E. S. Poloczanska, K. Mintenbeck, A. Alegria, M. Craig, S. Langsdorf, S. Löschke, V. Möller, A. Okem, & B. Rama (Eds.), *Climate change 2022: Impacts, adaptation and vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change* (pp. 907–1040). Cambridge University Press. <https://doi.org/10.1017/9781009325844.008>

² Lawrence, J., Sullivan, F., Lash, A., Ide, G., Cameron, C., & McGlinchey, L. (2015). Adapting to changing climate risk by local government in New Zealand: Institutional practice barriers and enablers. *Local Environment*, 20(3), 298–320. <https://doi.org/10.1080/13549839.2013.839643>

³ OECD. (2019). *Making Decentralisation Work: A Handbook for Policy-Makers*. OECD. <https://doi.org/10.1787/g2g9faa7-en>; OECD. (2022). *Regional Governance in OECD Countries: Trends, Typology and Tools*. OECD. <https://doi.org/10.1787/4d7c6483-en>

would be taken collectively, guided by the principles of Te Tiriti o Waitangi, and grounded in the diverse experiences and knowledge systems of the region's communities.

This leadership role was never intended to be purely advisory. The JCCAC was envisaged as a body capable of aligning local government efforts, strengthening regional consistency, and promoting regional coherence in adaptation planning and delivery. Equal representation, with four elected councillors and four iwi/hapū representatives, was a deliberate design choice intended to uphold partnership and ensure that decision-making reflected both democratic and tikanga-based leadership. The Committee's remit included strategic oversight of climate adaptation activities, guidance of region-wide planning, and support for the implementation of the Te Tai Tokerau Climate Adaptation Strategy (TTCAS). JCCAC is not responsible for operational delivery, but supports regional consistency through governance oversight.

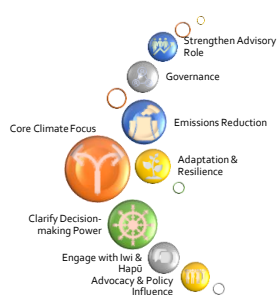


Figure 1 Strategic Aims and Evolving Roles of the JCCAC

The JCCAC was also tasked with receiving advice from and providing guidance to Climate Adaptation Te Tai Tokerau (CATT), the operational working group supporting adaptation delivery. This relationship reinforced the Committee's function as a conduit between technical workstreams and governance decisions, enabling local leadership to shape both the strategic direction and practical implementation of climate adaptation efforts across the region.

In this way, the JCCAC was designed not only as a governance body, but as a vehicle for shared responsibility, collective decision-making, and enduring regional coordination. These founding principles continue to serve as the benchmark against which its current governance structure and performance should be assessed. **Figure 1** summarises the evolving range of roles associated with the JCCAC. Clarifying which of these should remain core to the Committee's mandate will be essential to improving effectiveness and focus.

The relationships between governance and delivery, and between councils and external stakeholders, as envisaged in the establishment of JCCAC, are illustrated in the diagram below. This structure forms the operational foundation for the JCCAC's current role and responsibilities.

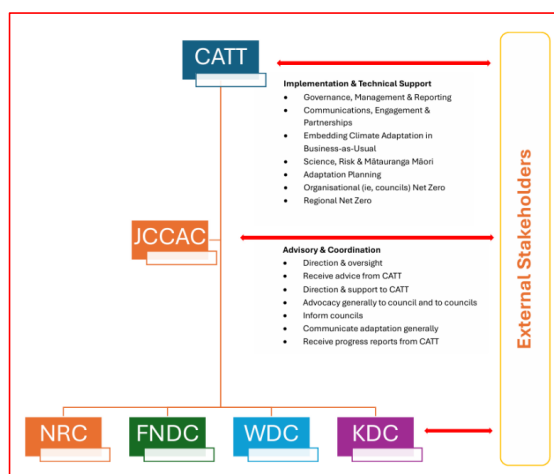


Figure 2 Indicative model of the relationship between JCCAC, CATT, participating councils, and the wider stakeholder ecosystem.

This structure underpins regional climate adaptation governance and informs several of the reform recommendations in this report. It reflects the governance model itself, by defining the system’s structural foundations, allocation of roles, and the operational boundaries that distinguish the Committee’s coordination and oversight functions from delivery responsibilities. It

clarifies the operational and advisory roles that underpin the Committee’s coordination and oversight function, rather than direct delivery.

2.3 Mandate for Governance

This governance review is anchored in the JCCAC’s formal ToR (adopted March 2022), which establish its governance role, oversight functions, and partnership structure. The ToR define the Committee’s governance mandate as providing regional leadership, oversight, and coordination for climate adaptation activities across Te Tai Tokerau, consistent with Te Tiriti o Waitangi principles. In particular, s(6)(a) assigns the Committee responsibility to “provide direction and oversight of climate change adaptation planning, implementation, and delivery across the region”. This mandate forms the foundation for the governance assessment and recommendations presented in this report. A summary of the Committee’s current mandate appears at **Appendix E (Summary of Current JCCAC Governance Mandate)**.

3 FRAMING AND SCOPE

3.1 Purpose of the review

This report presents the findings of an interim review of regional climate governance, with a specific focus on assessing the JCCAC’s governance arrangements and leadership effectiveness. This interim review forms part of the staged governance development pathway previously outlined in the Jacobs report⁴, providing continuity in the region’s agreed programme of climate governance reform and capability strengthening. The review has been deliberately timed to coincide with the final phase of the 2022–2025 local

⁴ Jacobs. (2023). *Climate Programme Implementation Plan – Final*. Report prepared for Northland Regional Council, November 2023.

government triennium. Its purpose is to enable structured reflection on the Committee's role and effectiveness, inform strategic decisions ahead of new appointments, and strengthen the Committee's leadership function for the term ahead.

Importantly, the interim review is not a substitute for the full governance review. Rather, it lays the groundwork for it. By addressing known issues and strengthening the Committee's governance arrangements, councils and iwi/hapū will be better placed to respond cohesively when the broader legislative and policy environment becomes clearer. In doing so, the JCCAC can begin its next term with clearer focus, stronger legitimacy, and greater readiness to lead, while also positioning itself to support the benefits of cross-council collaboration.

While a full governance review of the JCCAC was originally planned to align with the now-paused Resource Management Act reforms, that broader process has necessarily been deferred. New national direction on climate adaptation and governance is not expected to materialise before the end of this triennium, leaving councils without the clarity needed to pursue more comprehensive structural change.

In this context, delaying all reform would be both impractical and counterproductive. This interim review has been designed to address that strategic gap. It enables the Committee and its partners to consider improvements that are achievable under current settings, including reforms to the ToR, internal conduct expectations, coordination mechanisms, and decision-making processes.

Te Whakahaere āhuarangi Ltd was commissioned by NRC to conduct this interim review, drawing on its experience in climate leadership strategy, public sector policy and governance, and bicultural partnership design.

3.2 Governance and Leadership Scope

In this report, governance is defined as the system of structures, roles, processes, and decision-rights through which adaptation responsibilities are allocated and exercised across the region. Leadership refers to the strategic behaviours, relationships, and influence that enable coordinated action and collective direction within that governance system. While distinct, governance and leadership are interdependent: effective governance provides the framework within which leadership is exercised, and strong leadership enables governance arrangements to function with legitimacy, cohesion, and purpose. This interim review considers both, assessing the Committee's governance arrangements and leadership capacity.

3.3 Project objectives

The objective of this review is to provide recommendations on future regional climate adaptation governance arrangements and associated leadership functions, for consideration by the JCCAC in the next Council triennium.

The review was commissioned to assess the Committee's current function and future potential as a governance mechanism for climate adaptation, and to identify practical opportunities to improve its structure, leadership, and strategic reach.

The six specific objectives of the review are:

1. Review existing Joint Committee ToR and programme governance.
2. Assess the appetite and opportunities for regional leadership across climate action (mitigation and adaptation responses).
3. Consider the leadership opportunity of hapū regionally, outside of local government governance, including through JCCAC hapū representatives, key adaptation programme contacts, and Te Kahu o Taonui (via the Northland Intersectional Forum).
4. Consider the leadership needs of different sectors, such as agriculture, tourism, food, and health, and how they may contribute to or benefit from regional climate responses. Identify risks or opportunities relating to council–sector engagement.
5. Consider the local government decision-making need and potential governance arrangements. Key questions include: Is a joint committee a suitable formation for the job ahead? Does the existing ToR provide adequate support for decision-making?
6. Consider the integration of other agency responses, including the Ministry for Primary Industries (MPI), the Ministry for the Environment (MfE), the Department of Conservation (DOC), Te Whatu Ora – Health New Zealand (formerly Manatū Hauora), and Te Puni Kōkiri (Ministry of Māori Development) potentially via the Northland Intersectional Forum (NIF).

This review does not propose to dismantle or replace the JCCAC. Rather, it aims to support the Committee in evolving into a governance body capable of guiding strategic, enduring, and equitable responses to climate change.

3.4 Scope of Review

This review focuses on governance and leadership system design, mandate clarity, partnership frameworks, and system coordination. It does not evaluate operational delivery, technical performance, or council-level adaptation implementation. Its purpose is to provide actionable governance guidance to strengthen regional system leadership.

In addition to system coherence, the review recognises that governance performance directly influences the region’s financial risk exposure. Fragmented governance increases the likelihood of inefficient adaptation investments, duplicated efforts, stranded resilience assets, and escalating disaster recovery costs. Strengthening governance arrangements is therefore integral to both institutional and financial resilience.

3.5 Approach, Methodology, and Basis for Recommendations.

The review applied a structured governance assessment framework that integrates international, national, and bicultural governance standards. Ten assessment domains, grouped across Climate Governance, Public Governance, and Te Tiriti Partnership dimensions, provided the evaluative basis for analysing stakeholder input and governance

system performance. These assessment domains also provide the organising structure for the governance issues and activation pathways presented later in this report.

The recommendations presented in this report are grounded in engagement with hapū, elected members, council executives, and programme delivery teams. They are designed to reflect the aspirations of those directly involved while responding to the structural and strategic challenges that were identified during the review process.

This work forms part of a broader kaupapa to reposition Northland's climate governance arrangements so that they reflect the realities of the region, honour local leadership, and equip the Committee to meet the scale and urgency of the climate adaptation task.

The findings and recommendations presented in this report reflect the issues and opportunities identified through stakeholder engagement, analysis, and validation processes, and are aligned to the project objectives set out above.

3.6 Governance Design Lens: Multi-Level Governance and Institutional Stability

This review applies two complementary governance design lenses to assess the structure and performance of climate adaptation governance in Te Tai Tokerau.

First, multi-level governance (**MLG**) provides the primary frame for analysing how adaptation leadership, authority, and decision rights are distributed across multiple governance levels. Effective climate adaptation governance requires alignment between regional coordination structures (such as JCCAC), local council mandates, iwi and hapū leadership, sector partners, and national policy frameworks. In the absence of an agreed system architecture, unresolved role boundaries, coordination gaps, and jurisdictional variability contribute to system fragmentation. MLG frameworks support analysis of these interactions and provide design principles for clarifying governance roles, shared accountability, and cross-jurisdictional coordination.

Second, the review recognises the governance risks arising from institutional exposure to political cycle volatility.⁵ As adaptation policy operates over multi-decadal timescales, frequent changes in local elected leadership create vulnerability to shifting priorities, resourcing reversals, and discontinuity in regional collaboration. This reflects broader governance literature on institutional path dependency, political cycle risk, and the need for

⁵ B&A Urban and Environmental, & New Zealand Climate Change Commission. (2023). *Local government and institutional arrangements: Climate change adaptation governance, funding, and delivery* [PDF]. New Zealand Climate Change Commission.
<https://www.climatecommission.govt.nz/public/Monitoring-and-reporting/NAPPA-2024/4.-B-and-A-Local-Government-and-Institutional-Arrangements-Climate-Change-Adaptation-Governance-Funding-and-Delivery-Final-Report-30.pdf>

design mechanisms that embed policy stability across electoral terms. Without institutional stabilisers, long-term adaptation governance remains fragile and reactive.

The recommendations in this report are made with reference to these design lenses, recognising that durable regional adaptation leadership requires system architecture that can manage jurisdictional complexity and insulate long-term governance functions from short-term political instability.

Finally, the review applies governance stability principles that recognise the need for durable institutional design to protect regional adaptation governance from political turnover, institutional reorganisation, and system shocks. International governance literature identifies the importance of formalised governance protocols, inter-agency agreements, and entrenched partnership instruments as key stabilisers that allow complex multi-party systems to maintain functional coherence across electoral cycles and changing institutional conditions.

4 METHODOLOGY (CONDENSED)

4.1 Overview and Framing

This interim review has been designed as a strategic governance and leadership assessment of the JCCAC, rather than a technical evaluation of adaptation delivery. Its primary focus is on governance effectiveness, clarity of mandate, partnership structures, and the Committee's readiness to lead regional climate action. The findings presented in this report are grounded in the lived experiences of committee members and stakeholders, and benchmarked against national and international standards of good governance (see **Appendix A (Full Methodology)**).

The review project began with a framing workshop in November 2024 and was refined through a formal presentation to the Committee in March 2025. These early engagements served to confirm the scope and kaupapa of the review, align expectations, and position the work as an assessment of governance arrangements, including institutional leadership capacity. The questions explored in subsequent interviews, and the structure of the report itself, were shaped directly by this early dialogue together with the application of recognised governance standards.

Full details of interview participants, document sources, and other reference material are provided in **Appendix A (Full Methodology)**.

4.2 Framework Summary

To guide the analysis and ensure consistency, a bespoke analytical framework was developed specifically for this review. It draws on seven authoritative sources of governance and leadership standards: the World Economic Forum's Climate Governance Principles, the OECD-DAC Evaluation Criteria, Te Tiriti o Waitangi-based partnership principles, the Four Pillars of Good Governance, the Office of the Auditor-General's insights into local government, the Ombudsman's Open for Business report, and the Global Covenant of Mayors' Multilevel Climate Action Playbook.

The framework identifies ten assessment domains across three key dimensions: Climate Governance, Public Governance, and Te Tiriti Partnership. These domains provided the structure for coding stakeholder input, synthesising insights, and informing recommendations. **Figure 3** (below) outlines the structure of the framework. The framework's breadth and alignment with widely accepted governance standards ensures that the report's findings are both grounded and robust.

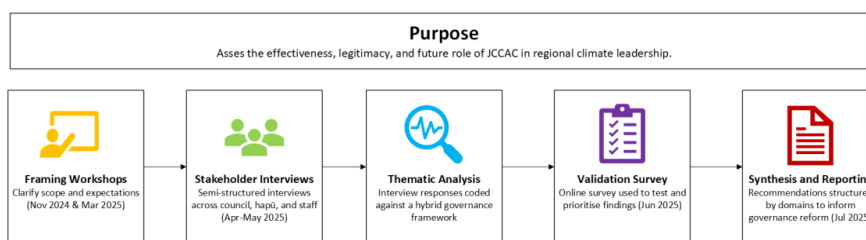


Figure 3 Bespoke analytical framework

The full methodology, including details of the coding matrix and domain alignment, is included in **Appendix A (Full Methodology)**.

This framework was then applied directly to code and analyse the stakeholder interview data, providing the structure for the thematic synthesis outlined in the following section.

4.3 Stakeholder Engagement

Stakeholder engagement formed the core of the assessment. Between April and May 2025, semi-structured interviews were conducted with a wide cross-section of participants, including JCCAC members, elected councillors, council staff, hapū representatives, and programme advisers. These interviews explored a consistent set of topics: the Committee's mandate, leadership capability, governance structure and performance, iwi-council relationships, and the integration of climate responsibilities into broader regional strategy.

The interview format deliberately provided space for both reflection and challenge. Participants were invited to share what was working well, where improvements might be needed, and how the Committee's role might evolve. Their responses were recorded and thematically coded against a structured set of governance domains. The themes that emerged from this process were subsequently tested through a validation survey with participants to assess their accuracy and completeness.

4.4 Thematic Analysis

The Thematic Analysis stage serves two linked purposes. First, it turns the coded evidence (ie, interview excerpts, meeting minutes, and strategic papers) into a coherent set of governance themes that describe, in plain language, how the JCCAC is presently functioning. By merging strengths, gaps, and points of tension into a single narrative, this stage gives decision makers a clear picture of where governance practice already meets accepted standards and where it falls short. Secondly, the analysis establishes an auditable bridge between raw data and any recommendations that will follow. Every future proposal for

change will be traceable to a specific thematic insight, thereby strengthening its legitimacy and increasing the chance of political uptake.

To achieve these goals the stage proceeds in four deliberate moves.

Step	What we do	Why it matters
1. Domain-level narrative building	Collate all coded material for each of the ten assessment domains and distil three elements – strengths, recurring gaps, and illustrative tensions – supported by carefully selected verbatim excerpts.	Produces clear, voice-rich narratives that JCCAC members can recognise and trust.
2. Cross-domain pattern detection	Read the ten narratives side by side to identify patterns that cut across multiple domains (for example, mandate ambiguity affecting accountability, resourcing, and responsiveness).	Surfaces systemic issues and leverage points for impactful change.
3. Maturity assessment	Apply a simple rubric – emerging, developing, mature – to each domain, citing specific evidence.	Gives the Committee a snapshot of where capability is weakest and where it is already strong.
4. Hybrid-framework alignment and validation	Map each thematic insight to the relevant domain(s) of the hybrid analytical framework, which already integrates the WEF Principles, OECD-DAC criteria, Te Tiriti governance principles, the Four Pillars, and Auditor-General/Ombudsman expectations. Circulate the draft themes to a small internal reference group for sense-checking before issuing the wider validation survey.	Ensures every finding is anchored to recognised standards while keeping the analysis streamlined, and tests political and operational resonance before recommendations are drafted.

4.5 Validation and Prioritisation

To strengthen the integrity of the review and confirm the reliability of its findings, a validation survey was distributed to participants following the initial thematic analysis. This survey represented the final validation layer in a multi-stage process, which included thematic synthesis of interview data and direct participant feedback on emerging findings. It did not test draft recommendations but instead, it presented a summary of the strategic insights derived from interviews and invited participants to confirm whether those insights reflected their knowledge and experience. Clarifications or additions were also welcomed.

In addition to the survey, four interviews explicitly included a validation component in which selected insights were reviewed and tested directly with participants. This allowed for real-time checking of interpretation accuracy and provided additional assurance regarding the credibility of findings. In several cases, participants were able to confirm or elaborate on insights that had previously emerged from other interviews or documentary analysis.

This process was not intended to produce consensus. Rather, it was designed to test factual accuracy, relevance, and governance role alignment. Insights were retained where they

were validated by stakeholder feedback or supported by documentary evidence, even if they were not widely known or universally endorsed. This approach ensures that the insights presented in the following section provide a faithful and tested account of the issues and opportunities facing the JCCAC, even though the sample size was small. The absence of rejection for any governance issue reinforces the analytical utility of the survey data.

As with any governance review, these findings reflect the perspectives of those engaged at the time of assessment. The review was based on interviews, document analysis, and stakeholder validation conducted during a defined period in 2025. While extensive, the review did not seek to produce consensus positions and may not fully capture views from all potential stakeholders or future developments. Its focus remains on governance design and leadership system improvements.

4.6 What This Review Captures: Scope and Analytical Rigor

This governance review was grounded in structured stakeholder engagement, thematic synthesis, and validation testing. The following figures summarise the scope and methodological rigour of the assessment:

Engagement Scope

12 structured interview sessions

Conducted between April and May 2025 across governance tiers, staff, and hapū representatives. These included councillor forums, CE-level sessions, programme teams, and targeted follow-ups.

19 unique interviewees

Including elected members, hapū leaders, chief executives, senior managers, and technical advisors. Participants reflected the full spectrum of governance stakeholders involved in regional adaptation.

4 councils + regional delivery partners

Interviews spanned the four member councils and associated programme entities, including Climate Adaptation Te Tai Tokerau and Northland Inc.

51 Source materials

Supported by a review of governance frameworks, and encompassing meeting records, terms of reference, strategic frameworks, statutory instruments, and internal briefing materials.

Analytical Rigor

740⁺ insights thematically coded

Drawn from interviews and triangulated documents. Coded to a structured governance framework across 10 domains.

7 authoritative governance frameworks synthesised

Seven authoritative governance source frameworks were synthesised to derive ten assessment domains, structured across three overarching governance dimensions.

10 governance domains assessed

Covering mandate clarity, decision-making, system design, partnerships, and capability.

7 governance frameworks integrated

Including the WEF Climate Governance Principles, OECD-DAC Criteria, and Te Tiriti-based partnership standards.

Validation and Reliability

4 Triangulated insight interviews

Key insights were validated through follow-up interviews and cross-referenced with documentary sources.

1 Validation survey administered

Confirmed alignment and completeness of insights prior to drafting recommendations.

5 GOVERNANCE ISSUES SUMMARY

The JCCAC occupies a unique and essential governance position within the regional climate adaptation system for Te Tai Tokerau. As the only regional forum established to provide direction and oversight for climate adaptation across all member councils, JCCAC offers a critical platform to promote coherence, consistency, and shared leadership on adaptation challenges that no single council can resolve alone.

The issues presented in this section have been derived through systematic thematic synthesis of interview insights, coded against the governance assessment framework described in **Section 3**. A detailed account of the coding process used in the thematic synthesis is provided in **Appendix C (Full Interview Coding Process)**. The full thematic synthesis, including domain-level strengths, gaps, tensions, and maturity assessments — is

provided in **Appendix F (*Thematic Synthesis and Domain-Level Insights*)** to support transparency and preserve the full analytical record.

The issues are drawn from extensive engagement with member councils, hapū partners, programme staff, and regional leaders. They reflect the practical realities, perspectives, and experiences of those working within the adaptation system. These issues do not point to failings of JCCAC itself, but rather highlight system-level governance conditions that constrain how regional adaptation oversight operates and limit JCCAC's ability to reach its full potential.

Importantly, the presence of these issues does not diminish the value or necessity of JCCAC. On the contrary, they confirm why a strong regional governance body remains necessary. Many of the challenges identified would become more fragmented, inconsistent, or difficult to address without a collective forum such as JCCAC to lead system-level coordination and oversight. Addressing these governance issues presents an opportunity to strengthen JCCAC's leadership role, improve system performance, and support more effective adaptation outcomes for all communities in Te Tai Tokerau.

The following modules summarise each issue, outline its relevance to JCCAC's governance role, and identify practical governance activation pathways that can be safely progressed within the leadership work programme, aligned with the Committee's existing ToR.

5.1 Issue Module: Capacity and Capability

Summary Statement

This section examines the capacity of the regional system to deliver climate adaptation, defined as the availability of resourcing (staff, funding, delivery systems, institutional infrastructure, and technical support) required to implement adaptation actions at scale. The distinct issue of governance capability (referring to the governance-specific skills, knowledge, and leadership competencies of committee members and system leaders) is addressed separately in **Section 5.8**.

Feedback from interviews consistently highlights that regional capacity and capability to deliver climate adaptation remains fragmented, fragile, and uneven. Despite JCCAC having the oversight responsibilities for regional capacity coherence (ToR, s6(a)), resourcing levels vary significantly between member councils. Some councils have dedicated adaptation staff, while others lack dedicated resources, resulting in adaptation responsibilities being absorbed into broader roles. This variation undermines JCCAC's ability to use its existing power to effectively coordinate and manage capacity across the region. This fragmentation places substantial pressure on a small number of individuals and teams, many of whom report unsustainable workloads.

Regional capacity remains shaped by individual council budget decisions, with no agreed regional framework for coordinating resourcing or capability. Much of the current delivery work often relies on project-specific or time-limited external funding, undermining long-term programme stability.

Technical capability across councils is similarly uneven, with gaps emerging where councils lack internal expertise or depend on short-term contractors.

Capability is often highly person-dependent. There are few structured systems for building institutional knowledge, managing succession, or retaining expertise when staff leave. As a result, the system remains vulnerable to turnover and skill loss.

Hapū capacity is particularly exposed. Engagement with hapū often depends on intermittent funding arrangements, with no durable investment framework to build sustained Māori governance, technical, or operational capability for long-term participation in adaptation system leadership.

Overall, participants describe a system that lacks stable, coordinated, and durable investment in capacity and capability at governance, technical, operational, and hapū leadership levels.

Discrete Issues Identified:

1. **Regional capacity is fragmented:** There are significant disparities between councils in staffing levels, funding availability, and delivery infrastructure for adaptation.
2. **No shared regional framework for capacity coordination:** Resourcing decisions are made independently by each council, without a common approach to aligning capacity.
3. **Hapū capability is particularly vulnerable:** Engagement with hapū often relies on short-term or project-based funding, with no durable investment model to support long-term participation.
4. **Technical expertise is uneven and often short-term:** Some councils lack internal capability or rely heavily on contractors, reducing system stability.
5. **Institutional knowledge is fragile:** There are few systems in place for knowledge transfer, succession planning, or capability retention across the adaptation system.
6. **Key staff face unsustainable workloads:** Small teams or individuals are carrying disproportionate responsibility for adaptation delivery.
7. **Capacity shortfalls also affect JCCAC:** Programme teams that support JCCAC are drawn from the same constrained resourcing base, weakening the Committee's own ability to function effectively.
8. **JCCAC is best placed to observe and coordinate:** Although it does not control funding, JCCAC holds the only system-wide view capable of surfacing, monitoring, and addressing regional capacity risks.

Why this issue is relevant to JCCAC

- The ToR (s6(a)) assign the JCCAC with the responsibility to provide direction and oversight of regional climate adaptation. Capacity fragmentation directly impairs the region's ability to deliver adaptation consistently.
- Although JCCAC does not directly control council resourcing, it holds the system-wide view needed to identify, monitor, and coordinate attention to regional capacity risks.

- Programme teams that service JCCAC draw from the same strained resource pool. Capacity constraints therefore weaken JCCAC's own ability to function effectively.
- Hapū capability gaps directly affect JCCAC's ability to operate as an effective co-governance body. Without durable investment in hapū capacity and capability, the integrity and sustainability of its partnership model are exposed.
- No other regional forum is positioned to observe, surface, and coordinate system-level conversations on capacity coherence.

What JCCAC might consider doing about this issue

- Formally acknowledge the underutilisation of JCCAC's existing capacity oversight powers as a regional governance risk affecting adaptation delivery, and emphasise the need for stronger regional coordination across member councils and hapū partners.
- Use JCCAC's existing mandate to initiate cross-council dialogue on strengthening adaptation resourcing and capacity coordination, aligning technical capability, staffing, and hapū involvement under the committee's regional oversight responsibilities.
- Encourage cross-council alignment on minimum technical standards, staffing expectations, and hapū capability development, using JCCAC's existing oversight powers to ensure that councils collaborate on regional adaptation priorities.
- Commission a regional stocktake of adaptation capacity, mapping resourcing gaps and overlaps to strengthen JCCAC's regional oversight and coordination role, ensuring that councils and hapū partners address regional adaptation priorities.
- Advocate for stable hapū capability investment and secure long-term funding to sustain co-governance participation in adaptation governance, using JCCAC's oversight powers to ensure equitable engagement across all partners.
- Use its platform to advocate collectively to central government for stronger regional adaptation funding models.
- Establish routine monitoring and reporting on regional capacity trends to inform ongoing governance oversight.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure formal governance recognition that regional capacity fragmentation presents a material governance risk to system coherence under JCCAC's existing ToR.
- **Step 2:** Initiate a structured system-wide capacity stocktake across councils and hapū partners.
- **Step 3:** Convene facilitated cross-council and hapū dialogue to develop shared resourcing principles and voluntary coordination mechanisms.

- **Step 4:** Establish a standing JCCAC governance workstream to monitor regional capacity conditions, support system coherence, and escalate governance risks where necessary.
- **Step 5:** Coordinate unified regional advocacy positions for central government engagement on regional adaptation capacity and resourcing needs.

Survey Framing

Capacity and Capability

Participants described regional capacity to deliver climate adaptation as fragmented, uneven, and under strain. While some councils have dedicated adaptation staff and budgets, others rely on generalist roles or short-term funding. Hapū partners face particular challenges in sustaining long-term engagement due to a lack of stable investment. These conditions place pressure on delivery and create system-level risks.

Although JCCAC does not control local funding decisions, its ToR position it to observe, monitor, and help coordinate capacity across the region. It is therefore reasonable to expect the Committee to play an active role in supporting regional alignment and surfacing capacity risks that affect adaptation outcomes.

Question:

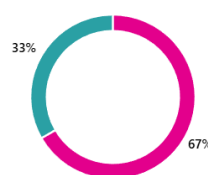
Delivering climate adaptation requires sufficient staff, funding, and support systems across all parts of the region. At the moment, this capacity is fragmented. JCCAC has a role to help coordinate efforts, promote alignment, and raise regional capacity risks when needed, even though it does not set council budgets directly.

To what extent is JCCAC meeting the expectation of helping to align and coordinate climate adaptation capacity across councils and hapū partners?

Response:

Percentage of respondents who are of the view that JCCAC is:

- Fully meeting the expectation: **0 %**
- Partially meeting the expectation: **67 %**
- Not meeting the expectation: **33 %**
- Unsure: **0 %**



5.2 Issue Module: Strategic Resourcing Prioritisation

Summary Statement

Despite JCCAC having oversight responsibilities for regional adaptation resourcing and prioritisation of adaptation actions under its ToR (s6(a)), participants report that decisions about adaptation resourcing often occur without consistent governance frameworks or clear

prioritisation processes. Resource allocation decisions are made within individual member councils, often influenced by local political pressures, historical commitments, or reactive needs, rather than guided by regional priorities and value-based frameworks. This creates fragmentation, inefficiencies, and missed opportunities for system-wide adaptation resilience.

Multiple participants expressed concern that adaptation funding tends to follow historical service expectations (such as infrastructure maintenance) rather than explicit evaluation of which activities deliver the greatest value in terms of functions, services, or assets that contribute most to council value creation and long-term community outcomes. Councils may prioritise asset protection or immediate service demands, without necessarily considering the relative adaptation value of those investments across the system.

There is limited evidence that member councils or the JCCAC collectively apply structured decision logic that aligns resourcing to the functions, services, or assets most critical for long-term resilience outcomes. This creates governance risks of inefficient resource allocation, missed opportunities to strengthen systemic resilience, and ongoing competition for limited funding without clear alignment to value creation priorities.

Participants consistently signalled that while this is a technically complex area, the absence of shared frameworks or agreed prioritisation principles leaves resourcing decisions vulnerable to fragmentation, short-termism, and political variability.

Discrete Issues Identified:

1. **Adaptation resourcing decisions are made in isolation:** Member councils determine funding allocations independently, without regional coordination or shared frameworks.
2. **Local decisions are driven by politics and legacy commitments:** Resource allocation is often shaped by historical service expectations, political pressures, or reactive needs rather than by strategic or forward-looking logic.
3. **There is no shared regional prioritisation framework:** Councils and the Committee lack a common approach to deciding which adaptation investments matter most.
4. **Value-based decision-making is largely absent:** Funding decisions are not consistently aligned to the functions, services, or assets that contribute most to long-term resilience or council value creation.
5. **Resource allocation may be inefficient or misaligned:** Without structured logic, there is a risk of funding going to lower-impact areas while critical resilience functions remain under-resourced.
6. **System-wide coherence is undermined:** The lack of prioritisation frameworks contributes to fragmentation, duplication, and missed opportunities across the region.

7. **JCCAC is the only body positioned to address this:** Despite not controlling budgets, the Committee holds the mandate and platform needed to promote shared principles and improve regional resourcing alignment.
8. **This is a governance issue, not just a technical one:** The problem lies in the absence of structural coordination and governance architecture, which directly limits adaptation system performance.

Why this issue is relevant to JCCAC

- Under its ToR (s6(a)), JCCAC has a responsibility to provide oversight and direction for adaptation across Te Tai Tokerau.
- While JCCAC does not control member councils' budgets, the absence of structured prioritisation frameworks impairs the region's collective capacity to deliver adaptation efficiently and strategically.
- JCCAC occupies the only regional governance platform where consistent resourcing principles and prioritisation logic could be developed and promoted.
- Without system-level leadership in this area, member councils will continue to make isolated, potentially inconsistent resourcing decisions that fragment regional adaptation outcomes.
- The development of shared resourcing frameworks is a system governance design issue that sits squarely within JCCAC's oversight and coordination role.

What JCCAC might do about this issue

- Use JCCAC's existing mandate to initiate a regional dialogue on shared resourcing principles, aligning adaptation funding to services, functions, and assets that deliver the greatest contribution to council value creation, long-term resilience, and system-wide adaptation goals.
- Use JCCAC's existing mandate to commission a regional stocktake of adaptation resourcing practices across councils, identifying misalignments, capacity gaps, and opportunities to improve regional coordination and resource efficiency.
- Develop non-binding governance guidance for member councils on adaptation prioritisation principles, while recognising the sovereign authority of each council over budget decision.
- Build governance literacy within JCCAC on value-based decision frameworks and their application to adaptation resourcing, system investment, and long-term resilience outcomes.
- Use JCCAC's governance platform to encourage member councils to integrate value-based adaptation prioritisation frameworks into long-term planning and investment processes.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that the absence of shared resourcing prioritisation frameworks constitutes a material governance risk to regional coherence, decision consistency, and system performance.
- **Step 2:** Initiate regional information-gathering to map current adaptation resourcing decisions, governance rationales, and prioritisation approaches across member councils.
- **Step 3:** Deliver targeted governance education for JCCAC members on value-based decision frameworks that align adaptation resourcing to services, functions, and assets contributing most to council value creation and long-term resilience outcomes.
- **Step 4:** Facilitate cross-council and hapū dialogue to develop draft regional resourcing principles aligned to value creation, resilience objectives, and adaptation system priorities. This should build on existing local risk-based approaches (such as FNDC's multi-criteria analysis for prioritising projects), ensuring that regional resourcing principles are informed by, but distinct from, local frameworks.
- **Step 5:** Prepare these principles as non-binding governance guidance for member councils to inform long-term planning, adaptation investment decisions, and system governance coherence.

Survey Framing

Strategic Resourcing Prioritisation

Interview participants raised consistent concerns that adaptation resourcing decisions are often made independently by individual councils, without shared frameworks or structured prioritisation logic. These decisions are frequently shaped by political pressures, historical commitments, or short-term operational needs, rather than by regional priorities or long-term resilience outcomes. In the absence of common value-based frameworks, participants noted that funding tends to follow legacy service patterns (such as infrastructure maintenance) rather than being directed to the functions or assets that deliver the greatest adaptation value.

This creates inefficiencies, duplication, and missed opportunities to strengthen system-wide resilience. JCCAC occupies the only regional platform capable of supporting more consistent resourcing principles and coordinating regional dialogue on prioritisation. It is therefore reasonable to expect the Committee to help align resourcing decisions and promote shared principles that support long-term community outcomes.

Question:

Resourcing for adaptation is often decided council by council, based on local pressures or legacy patterns, rather than regional priorities. JCCAC is expected to support better alignment and encourage shared principles for prioritising adaptation investment.

To what extent is JCCAC meeting the expectation of helping to align and prioritise adaptation resourcing across councils and hapū partners?

Response:

Percentage of respondents who are of the view that JCCAC is:

- Fully meeting the expectation: **0 %**
- Partially meeting the expectation: **100 %**
- Not meeting the expectation: **0 %**
- Unsure: **0 %**



5.3 Issue Module: Mandate and Role

Summary Statement

The governance structure for regional adaptation was described by participants as unclear, fragmented, and inconsistently defined across the adaptation system. While the JCCAC has been established as a joint committee under its ToR, there is widespread uncertainty across member councils, staff, and hapū partners about the committee's formal status, authority, and role within the wider governance system.

Multiple participants described confusion as to whether JCCAC holds leadership, advisory, or operational oversight functions. This ambiguity extends to its authority over regional strategy, programme delivery, and member council alignment. Member councils retain full sovereignty over their own adaptation decisions, resulting in variable levels of engagement, policy alignment, and implementation across the region. JCCAC's outputs are often viewed as advisory rather than directive, and the pathway by which JCCAC discussions translate into concrete decisions remains unclear to many participants.

There is no agreed regional governance framework that defines how adaptation leadership, decision authority, accountability, and oversight responsibilities are allocated across the adaptation system. Inconsistent structural arrangements limit the committee's ability to provide durable system stewardship, create confusion for partners and stakeholders, and expose the regional system to variable performance depending on individual councils' political will or internal priorities. To address these challenges, application of MLG principles could be considered to establish a more coordinated framework for climate adaptation at the regional level. This approach should aim to support clear allocation of roles and responsibilities, improved collaboration, and capacity building across all levels of government and iwi/hapū, ensuring alignment and coherent regional strategies. Through this model, JCCAC may be able to strengthen its oversight and coordination function, while respecting the autonomy of local councils and ensuring effective regional governance.

While the ToR establish coordination and oversight roles, there is limited shared governance understanding or operational clarity on how these functions are exercised in practice. This contributes to uncertainty both within the committee and across the adaptation system it is intended to oversee.

Discrete Issues Identified:

1. **Mandate ambiguity:** Widespread uncertainty about JCCAC's formal role, authority, and system leadership function.
2. **Function confusion:** Lack of clarity whether JCCAC is a leadership body, advisory board, or operational overseer.
3. **Variable interpretation:** Member councils interpret JCCAC's role differently, creating inconsistency in engagement and implementation.
4. **Weak transmission:** Uncertainty about how JCCAC discussions lead to decisions or action.
5. **No system-wide governance framework:** Roles, responsibilities, and decision rights are not allocated clearly across the adaptation system.
6. **Structural weakness affects co-governance:** The integrity of hapū partnership is undermined when roles are unclear.
7. **Clarification is needed:** JCCAC is the only body that can lead this clarification work.

These are all -specific problems that directly inhibit system coherence and decision confidence, and must be captured in the framing.

Why this issue is relevant to JCCAC

- The ToR (s6(a)) explicitly assign the JCCAC oversight and coordination responsibilities; however, mandate and scope of authority ambiguity directly impairs its ability to exercise those functions.
- Unclear mandate and authority undermine the Committee's ability to exercise effective leadership, weaken decision-making, and impair its ability to provide system oversight.
- Without shared structural clarity, member councils interpret JCCAC's role differently, weakening regional alignment.
- Structural ambiguity also affects the integrity of JCCAC's co-governance partnership with hapū, as roles and accountabilities are not consistently or transparently defined.
- Only JCCAC itself, working with its member councils, can initiate the clarification of its own governance structure.

What JCCAC might do about this issue

- Commission the preparation of a formal governance role and function statement that defines JCCAC's governance mandate, structural role, and oversight functions within the regional adaptation system, consistent with its existing ToR.

- Develop and adopt governance protocols that operationalise how JCCAC exercises its coordination, oversight, advisory, and decision-framing functions, consistent with relevant multi-level governance principles that support role clarity, shared accountability, and cross-jurisdictional coordination.
- Initiate formal governance dialogue with member councils to establish shared understanding of how JCCAC interacts with council-level decision-making, implementation pathways, and long-term adaptation planning. While the scope of authority and internal governance arrangements may differ between councils, achieving clarity and consistency at the regional interface remains essential for coherent adaptation system leadership.
- Build internal governance capability within JCCAC to ensure members fully understand the Committee's mandate, governance accountabilities, decision boundaries, and system leadership responsibilities.
- Clarify and document the role of hapū representation within JCCAC's governance structure, including how partnership commitments, co-governance integrity, and tikanga-based leadership practice are sustained within the existing mandate.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that governance structure ambiguity constitutes a material governance risk to regional coherence, oversight effectiveness, and mandate clarity under its existing ToR.
- **Step 2:** Commission technical governance support to map and clarify JCCAC's governance mandate, functions, authorities, and operational protocols within its existing ToR.
- **Step 3:** Conduct a formal governance induction for all JCCAC members, aligned to the clarified governance structure, mandate, and functional accountabilities.
- **Step 4:** Engage with member councils to confirm shared governance structure expectations and system interaction protocols.
- **Step 5:** Establish periodic review of JCCAC's governance protocols to maintain clarity, mandate alignment, and system governance coherence as adaptation complexity evolve.

Survey Framing

Mandate and Role

Interview participants consistently described a lack of clarity around JCCAC's formal role, governance authority, and position within the broader adaptation system. There was confusion about whether the Committee functions as a leadership body, an advisory forum, or an oversight mechanism and how its role aligns with that of member councils. In practice, JCCAC's outputs are often seen as informal or non-binding, and the pathway from committee discussions to decision-making remains unclear to many.

This ambiguity affects regional alignment and contributes to variable levels of engagement, both from councils and from hapū partners. Without a shared understanding of its mandate and structural role, JCCAC cannot provide consistent system leadership or uphold the integrity of its co-governance model. It is therefore reasonable to expect JCCAC members to have a clear and mutual understanding of the Committee's role, authority, and governance responsibilities.

Question:

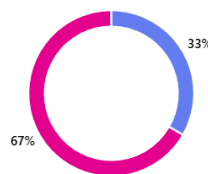
JCCAC has a defined role under its ToR, but this role is not always well understood in practice. There are different views across the region about what the Committee is responsible for and how it fits into the wider system.

To what extent do JCCAC members have a clear and shared understanding of the Committee's role, mandate, and governance responsibilities?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully understand the Committee's role and mandate: **33 %**
- Partially understand: **67 %**
- Do not understand: **0 %**
- Unsure: **0 %**



5.4 Issue Module: Delivery Processes

Summary Statement

Governance processes underpinning JCCAC's work were repeatedly described as weakly formalised, inconsistently applied, and insufficiently structured to support effective system oversight. There is limited clarity on how committee discussions translate into formal decisions, how responsibilities are assigned, or how follow-through is managed across member councils. As a result, many committee outputs remain advisory or informal, with no defined pathway to ensure coordinated implementation.

The absence of agreed decision-making protocols, resolution pathways, and formal governance recording contributes to ambiguity around accountability for progressing committee outputs and system-wide follow-through. Participants consistently note that member councils retain discretion over whether, and how, to act on JCCAC discussions, leading to fragmented implementation and variable policy alignment across the region.

There is no shared governance protocol defining how technical advice is commissioned, quality-assured, integrated, and applied to inform JCCAC's governance deliberations and decision-framing processes. While staff and programme teams provide advice, the processes for systematically incorporating technical advice, risk assessments, or policy input

into governance deliberations are underdeveloped. This limits the committee's ability to make fully informed decisions on complex adaptation matters.

The committee also lacks structured performance monitoring processes to track implementation progress, assess delivery performance, or provide system-wide assurance to governance. Without consistent process frameworks, JCCAC's governance function may be perceived as reduced to discussion rather than effective system leadership.

Discrete Issues Identified:

1. **Governance processes are informal and inconsistently applied:** There is no shared process for translating discussions into decisions or actions.
2. **No formalised decision-making or resolution pathway:** Roles and responsibilities are not formally assigned, and there is no structured follow-up mechanism.
3. **Outputs are treated as advisory, not directive:** Without clear resolution protocols, committee outputs lack enforceability and accountability.
4. **Technical advice integration is weak:** There is no standard process for commissioning, quality-assuring, and incorporating technical input into governance decisions.
5. **No performance monitoring system exists:** JCCAC lacks structures for tracking implementation progress or reporting back on system delivery.
6. **Accountability is diffuse and inconsistent:** Councils determine unilaterally how, or if, they act on committee outputs, undermining regional coherence.
7. **Process gaps undermine confidence in JCCAC's leadership role:** The absence of clear internal structures reduces the Committee's credibility as a system governance platform.
8. **Only JCCAC can initiate improvements:** The Committee must lead in developing and adopting the internal governance protocols required to perform its role effectively.

Why this issue is relevant to JCCAC

- Under its ToR (s6(a)), JCCAC is responsible for providing direction and oversight of regional adaptation. Weak or inconsistent governance processes directly impair its ability to perform these oversight functions.
- The absence of formal governance protocols reduces confidence in the Committee's ability to coordinate consistent regional outcomes, exercise system oversight, and maintain accountability across adaptation delivery partners.
- Inconsistent process design undermines accountability, dilutes governance authority, and weakens confidence among member councils, hapū partners, and delivery teams.
- Only JCCAC itself can define and adopt improved internal governance processes to strengthen its oversight and leadership role.

What JCCAC might do about this issue

- Develop and adopt formal governance protocols that clarify:
 - How governance decisions are recorded, documented, and authorised.
 - How implementation responsibilities are assigned and tracked across member councils and delivery partners.
 - How technical advice is commissioned, quality-assured, integrated, and applied to support governance deliberations and decision-framing.
- Establish clear governance resolution pathways for how committee outputs are formalised, transmitted to member councils, and incorporated into adaptation system implementation processes.
- Implement a standing governance performance monitoring and reporting system, enabling JCCAC to oversee adaptation implementation progress, track delivery risks, and maintain system accountability.
- Establish periodic governance process reviews to ensure protocols remain fit for purpose, mandate-aligned, and responsive to adaptation system complexity.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that inconsistent governance processes constitute a material governance risk to decision-making clarity, mandate execution, and regional implementation coherence.
- **Step 2:** Commission technical governance support to review current governance decision processes, documentation standards, advice integration pathways, and implementation assignment mechanisms.
- **Step 3:** Develop and adopt a Governance Protocol Manual for JCCAC operations, defining governance decision processes, resolution pathways, technical advice integration, implementation assignments, and performance monitoring structures.
- **Step 4:** Implement standing governance monitoring and reporting structures to track adaptation delivery progress, surface delivery risks, and inform ongoing system oversight.
- **Step 5:** Embed governance process reviews into JCCAC's annual governance work programme to ensure ongoing process discipline, mandate alignment, and governance maturity development.

Survey Framing

Delivery Processes

Interview participants described JCCAC's internal governance processes as unclear, informal, and inconsistently applied. They noted that committee discussions do not reliably lead to

action, and that there are no formal mechanisms for assigning responsibilities, monitoring follow-through, or ensuring accountability across member councils. In the absence of shared decision protocols or performance tracking, the Committee's outputs risk being treated as advisory rather than operationally meaningful.

Participants also pointed to weak integration of technical advice into governance deliberations. While delivery teams provide input, there is no formalised process for how that advice is commissioned, quality-assured, and used to support evidence-informed decision-making. These gaps in process structure were viewed as a significant barrier to JCCAC's ability to function as a credible system leader.

It is therefore reasonable to expect that JCCAC formalise its internal governance processes to ensure clarity around decision-making, responsibility assignment, and the use of technical evidence in adaptation planning.

Question:

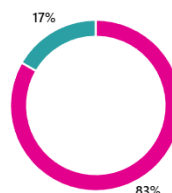
Effective climate adaptation requires clear governance processes, including how decisions are made, who is responsible for follow-up, and how technical advice is used. At the moment, these processes are not always clear or consistent.

To what extent do JCCAC members understand the current decision-making processes and how committee discussions lead to real action?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully understand: 0 %
- Partially understand: 83 %
- Do not understand: 17 %
- Unsure: 0 %



5.5 Issue Module: Systems Architecture

Summary Statement

Regional climate adaptation in Te Tai Tokerau was widely characterised as operating within a fragmented and weakly integrated governance system architecture. Member councils, hapū partners, central government agencies, and sector stakeholders all carry adaptation responsibilities, but these operate largely within their own mandates, planning cycles, and funding structures. There is no fully integrated regional adaptation system design that establishes shared accountabilities, decision rights, or coordination mechanisms across these actors.

The adoption of the TTCAS provides an agreed regional policy framework and sets a shared direction for adaptation across the region. However, while the strategy establishes regional

objectives, participants note that the system lacks a corresponding regional governance architecture to define, coordinate, and oversee how objectives are operationalised, delivered, and monitored in practice. The strategy therefore provides a platform for system alignment, but requires supporting governance structures to ensure consistent delivery.

Cross-council coordination remains voluntary, informal, and dependent on interpersonal relationships, rather than embedded within a formalised regional governance coordination framework. While national adaptation policy provides high-level direction, regional adaptation delivery remains shaped primarily by individual council decisions, leading to misaligned priorities, uneven implementation, and variable system performance.

Planning cycles across member councils and agencies are poorly synchronised, complicating sequencing of investments, resource allocation, and delivery capacity. Sectoral adaptation responsibilities, particularly for infrastructure providers and critical lifelines, remain weakly integrated into the regional governance system. This limits the ability of the region to deliver adaptation outcomes at scale or to coordinate whole-of-system responses to shared risks.

Participants describe the absence of a regional adaptation system design, potentially reflecting an unresolved MLG challenge, as a primary constraint on long-term delivery effectiveness and governance coherence.

Discrete Issues Identified:

1. **System fragmentation:** Adaptation responsibilities are distributed across actors but not structurally integrated.
2. **Strategy–architecture gap:** The regional strategy lacks a corresponding governance system to support delivery.
3. **Informal coordination:** Current coordination is voluntary and reliant on relationships, not formal structures.
4. **Misaligned planning cycles:** Councils and agencies operate on differing timelines, complicating delivery alignment.
5. **Sector exclusion:** Critical infrastructure and service sectors are not fully embedded in governance arrangements.
6. **No regional governance design:** A regional architecture defining roles, responsibilities, and decision pathways is missing.
7. **Unresolved multi-level governance challenge:** The lack of a regional system design reflects a failure to operationalise MLG principles that clarify roles, responsibilities, and coordination across levels of government and governance partners.

Why this issue is relevant to JCCAC

- The ToR (s6(a)) assign JCCAC responsibility for regional oversight and coordination of adaptation activities.

- System fragmentation directly impairs the region's ability to deliver adaptation outcomes efficiently and coherently.
- JCCAC is uniquely positioned as the cross-council governance platform capable of initiating system-wide design discussions.
- Without regional system coordination, individual council actions risk duplication, misalignment, and inefficient use of resources.
- The absence of a regional governance system architecture exposes the adaptation system to governance drift, fragmented accountability, system misalignment, and reduced long-term resilience.

What JCCAC might do about this issue

- Initiate a formal regional governance system mapping exercise to define adaptation responsibilities, decision authorities, accountabilities, and coordination mechanisms across member councils, hapū partners, and external agencies.
- Facilitate cross-council, hapū, and cross-agency governance dialogues to identify priority opportunities for improved system coordination, integration, and governance alignment.
- Develop a regional adaptation governance system design framework that defines adaptation governance functions, decision rights, delivery responsibilities, escalation pathways, and coordination protocols across all system actors.
- Promote alignment of council planning cycles, investment sequencing, and implementation timing to strengthen coordinated adaptation delivery across the regional system.
- Advocate to central government for strengthened alignment between national adaptation policy settings, funding frameworks, and regional governance system design requirements.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that system fragmentation constitutes a material governance risk to regional adaptation delivery, system coherence, and governance accountability.
- **Step 2:** Commission a regional governance system mapping exercise to define adaptation roles, decision rights, accountabilities, coordination gaps, and system interdependencies across councils, hapū partners, and delivery agencies. This mapping will inform future dialogue on system adjustment and governance alignment, while recognising that local governance arrangements may legitimately vary.
- **Step 3:** Facilitate regional governance system design workshops involving member councils, hapū partners, and key delivery agencies to develop options for improved system coordination, integration, and governance alignment.

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- **Step 4:** Develop a draft regional adaptation governance system framework as non-binding governance guidance for member councils, hapū partners, and delivery agencies.
- **Step 5:** Establish standing system governance monitoring processes to track system coherence, cross-party alignment, emerging coordination risks, and delivery performance.

Survey Framing

Systems Architecture

Interview participants consistently described Te Tai Tokerau's adaptation governance system as fragmented, weakly integrated, and lacking the structural architecture needed for coherent regional delivery. Although responsibilities are shared across councils, hapū, Crown agencies, and infrastructure partners, these operate within separate mandates, planning cycles, and decision structures. Participants noted that the TTCAS provides agreed regional objectives, but that system architecture (ie, the formal governance design needed to deliver and monitor those objectives) is missing. Coordination is reported to rely on interpersonal relationships rather than formalised frameworks, resulting in duplication, misaligned priorities, and gaps in delivery. This was a clear failure to operationalise MLG principles.

While JCCAC does not set the mandates of other adaptation actors, its ToR establish its oversight and coordination role at the regional level. It is therefore reasonable to expect JCCAC to play a convening role in supporting the design of a coherent adaptation governance system, including clarifying roles and responsibilities, aligning planning and investment cycles, and strengthening system coordination across councils, hapū, and external agencies.

Question:

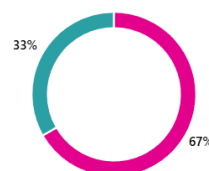
Currently diverse groups like councils, hapū, and government agencies are working on climate adaptation, but often in separate ways. People we spoke with said there is no clear, shared system showing how these roles connect or how work gets coordinated.

How well is JCCAC helping to support a joined-up regional system that clearly shows who is responsible for what, how work is coordinated, and how the system stays aligned?

Response:

Percentage of respondents who are of the view that JCCAC members:

- There is clear alignment and clarity in the governance system: **0 %**
- There is some alignment: **67 %**
- The governance system lacks clarity and alignment: **33 %**
- Unsure: **0 %**



5.6 Issue Module: Relationships

Summary Statement

Adaptation governance relationships across the region were seen as fragile, variable, and highly dependent on personal trust and informal practice, rather than embedded within a durable governance relationship framework between JCCAC, its member councils, and hapū partners. Political changes within member councils routinely disrupt governance continuity, resourcing commitments, relational stability, and consistent council engagement with JCCAC. Shifts in elected leadership can lead to reversals or weakening of adaptation commitment at the council level, fragmenting regional alignment.

Relationships across councils are not consistently supported by formal governance protocols or shared relational commitments. While some staff-level relationships remain strong, these are not universally replicated or structurally protected. The system lacks comprehensive inter-council relational agreements that ensure stability, continuity, and consistent commitment across political cycles. While some bilateral arrangements exist (eg, NRC-FNDC MOU), a fully integrated regional governance framework has not yet been adopted.

Relationships with hapū and Māori partners are similarly exposed. Engagement often depends on project-specific arrangements rather than durable partnership frameworks embedded within the system's governance structures. While a regional climate change engagement framework for Māori is under development, a fully institutionalised governance architecture to secure enduring hapū participation has not yet been established⁶. Without sustained relational commitment, hapū participation risks becoming intermittent, contingent on short-term funding, staff capacity, or political will, rather than embedded as a durable and protected element of the regional governance model.

Participants note that without deliberate attention to maintaining durable governance relationships across councils, hapū partners, and delivery organisations, the region remains vulnerable to relational breakdowns that undermine adaptation system stability.

Discrete Issues Identified

1. **Fragile relationships:** Governance relationships are dependent on personal trust and informal practice, rather than durable structures.
2. **Political instability:** Changes in elected leadership disrupt continuity and weaken adaptation commitment.

⁶ Northland Regional Council is currently developing "Tāiki ē – Te Tiriti Strategy and Implementation Plan" (adopted April 2024), which includes a suite of Māori–Council partnership actions including climate adaptation intent. However, this is primarily a strategic engagement framework rather than a legally embedded governance architecture within JCCAC.

3. **Lack of formal protocols:** No shared inter-council agreements exist to secure consistent engagement across political cycles.
4. **Vulnerable hapū relationships:** Hapū participation is contingent on short-term funding or goodwill rather than secured by formal governance frameworks.
5. **No institutionalised co-governance:** Enduring co-governance roles and decision rights for hapū have not been embedded in governance architecture.
6. **Exposure to relational breakdowns:** Without formalised structures, the system is vulnerable to instability that undermines adaptation delivery.
7. **Need for relational governance protocols:** There is a gap in documented, system-wide agreements to safeguard partnership integrity and accountability.

Why this issue is relevant to JCCAC

- JCCAC's ToR (s6(a)) assign it responsibility for oversight and coordination of regional adaptation, which requires stable relationships across councils and partners to function effectively.
- Fragile governance relationships directly impair JCCAC's ability to maintain system coherence and lead adaptation work across Te Tai Tokerau.
- As the regional governance forum, JCCAC holds the mandate and platform to establish, steward, and protect durable governance relationship protocols that are resilient to political turnover, institutional change, and system stresses.
- Strengthening relational governance protects JCCAC's partnership integrity, particularly with hapū and Māori partners.

What JCCAC might do about this issue

- Develop formal governance relationship protocols that build on existing instruments (including current inter-council MOUs), to define and protect shared relational commitments between member councils, hapū partners, and the JCCAC governance structure. These protocols should incorporate dispute resolution mechanisms, partnership continuity safeguards, and system-wide coordination commitment.
- Work with member councils to establish inter-council governance relationship principles that preserve engagement stability, mandate consistency, and regional alignment across political cycle.
- Establish formal hapū partnership agreements that secure Māori governance participation, protect partnership integrity, and embed enduring co-governance practice within the JCCAC governance system. These agreements should build on emerging regional Māori engagement frameworks where appropriate, but extend beyond engagement practice to formalise shared governance roles and decision rights.

- Embed relational governance protocols within JCCAC's Governance Protocol Manual to ensure consistency, durability, and resilience of governance relationships over time.
- Facilitate targeted governance capability development for member councils and hapū partners to strengthen relational leadership discipline, co-governance practice, and governance partnership skills.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that relational instability constitutes a material governance risk to system coherence, partnership integrity, and long-term adaptation system resilience.
- **Step 2:** Commission expert governance facilitation to develop durable relational governance protocols for JCCAC, covering inter-council agreements, hapū partnership arrangements, and dispute resolution mechanisms.
- **Step 3:** Formalise inter-council governance relationship commitments to ensure engagement stability, mandate continuity, and system alignment across political cycle.
- **Step 4:** Develop enduring hapū partnership agreements that protect Māori governance participation, embed co-governance leadership practice, and stabilise partnership integrity within the JCCAC governance system.
- **Step 5:** Embed relational governance discipline and partnership leadership principles into governance induction, leadership development, and ongoing capability programmes for all JCCAC members.

Survey Framing

Relationships

Interview participants frequently described the region's governance relationships as inconsistent, fragile, and highly exposed to political or personnel change. Some relationships work well at an individual level, but these are not protected by system-wide agreements. In particular, hapū participation is often dependent on short-term arrangements rather than secured through enduring partnership structures.

Strong adaptation governance depends on stable, well-defined relationships between councils, hapū, and JCCAC. It is therefore reasonable to expect JCCAC to support the development of formal protocols that embed durable partnership commitments, protect system continuity, and uphold co-governance integrity.

Question:

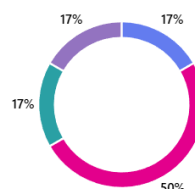
Adaptation governance needs strong, stable relationships across all partners to work properly. At the moment, these relationships are often informal or exposed to political change.

To what extent is JCCAC meeting the expectation of helping to formalise and protect governance relationships across councils and hapū partners?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully meeting the expectation: **17 %**
- Partially meeting the expectation: **50 %**
- Not meeting the expectation: **17 %**
- Unsure: **17 %**



5.7 Issue Module: Risk and Crisis Management (RCM)

Summary Statement

A consistent concern was the absence of clear regional arrangements for monitoring emerging adaptation risks, escalating governance concerns, and coordinating crisis responses to chronic adaptation system stress. While individual councils (including NRC under the Northland CDEM Group Plan) carry statutory responsibilities for acute emergency events, there is no dedicated regional governance mechanism that integrates adaptation-specific, system-wide risks into ongoing governance oversight. This may leave cumulative adaptation system risks, such as sequential weather events, infrastructure strain, or cascading hazard impacts, without formalised governance monitoring, escalation, or cross-council coordination outside the statutory emergency response system.

Participants note that adaptation governance remains primarily focused on planning and project work, with less attention given to how governance prepares for, monitors, or responds to acute risk events that test adaptation system capacity. There is no shared regional governance framework that defines how emerging adaptation risks (such as sequential weather events, infrastructure failures, or cascading hazard impacts) are monitored, escalated to governance attention, or coordinated across the adaptation system.

Participants highlight the absence of a structured process within JCCAC to receive and assess system-level risk reporting or to escalate emerging adaptation risks for cross-council governance attention. In the absence of such governance processes, system stress accumulates unchecked, lacking formal governance visibility, structured escalation, or coordinated system response.

Discrete Issues Identified

1. **No regional adaptation risk register:** There is no formal system-wide register for emerging adaptation risks.
2. **Lack of structured risk monitoring:** There are no consistent mechanisms to scan, track, or assess cumulative adaptation risks.

3. **No governance-level escalation protocols:** There is no formal process for escalating system risks to JCCAC or for coordinating governance responses.
4. **Focus on planning over preparedness:** Governance attention remains focused on planning, not managing crises or system stresses.
5. **Fragmented response capacity:** Risk response is reactive and decentralised, lacking coordinated oversight across councils and partners.
6. **No integration of chronic risks:** Systemic stresses such as sequential hazards or infrastructure strain are not formally monitored or managed at the governance level.
7. **Absence of risk governance in JCCAC work programme:** Adaptation risk management is not currently embedded in JCCAC's oversight responsibilities.

Why this issue is relevant to JCCAC

- Under its ToR (s6(a)), JCCAC is responsible for providing oversight of adaptation activities, which includes attention to emerging risks that affect system performance.
- The absence of regional adaptation risk monitoring reduces governance-level situational awareness.
- JCCAC is the only regional governance platform with the mandate to receive cross-council risk intelligence, monitor systemic pressures, escalate emerging adaptation risks, and coordinate governance-level responses to regional adaptation system stresses.
- Without structured governance visibility, councils respond reactively rather than strategically to emerging adaptation crises.

What JCCAC might do about this issue

- Review TTCAS priority actions and risk overview to identify where governance-level risk oversight is already planned, then integrate the findings into a formal regional governance-level adaptation risk register. This register should be embedded within JCCAC's ongoing oversight functions, with clear ownership, escalation protocols, and review cycles aligned to strategy implementation.
- Commission cross-council and hapū risk horizon scanning to identify emerging adaptation system risks, governance vulnerabilities, and escalating system pressures for JCCAC oversight.
- Develop formal governance escalation protocols that define how emerging adaptation risks are surfaced, prioritised, and brought to JCCAC for cross-council governance coordination and oversight response.
- Integrate adaptation risk governance, crisis preparedness, and system stress monitoring into JCCAC's standing governance oversight work programme.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that emerging adaptation system risks constitute a material governance responsibility requiring structured monitoring, escalation, and system-wide oversight.
- **Step 2:** Commission cross-council and hapū governance work to develop a regional adaptation governance risk register and system vulnerability profile.
- **Step 3:** Adopt formal governance escalation protocols for receiving, reviewing, prioritising, and responding to emerging adaptation system risks.
- **Step 4:** Integrate adaptation risk governance and system stress monitoring into JCCAC's standing governance reporting, oversight dashboards, and work programme.
- **Step 5:** Establish periodic governance reviews of adaptation system risk management performance, escalation responsiveness, and cross-council risk governance effectiveness.

Survey Framing

Risk and Crisis Management

Interview participants highlighted a significant gap in the region's ability to monitor, escalate, and coordinate responses to adaptation-related risks. While councils manage acute emergencies through statutory channels, participants noted that cumulative and chronic risks, such as repeated weather events, infrastructure stress, or system-wide pressure, are not formally tracked or addressed through the adaptation governance system. JCCAC currently lacks a clear process for receiving cross-council risk information, reviewing emerging threats, or triggering a shared governance response. This absence of structured visibility increases the chance that critical risks may go unmanaged until they become crises.

Under its role in providing regional oversight and promoting adaptation coherence, it is reasonable to expect JCCAC to support the development of formal processes for identifying and managing system-level adaptation risks. This includes convening partners to define escalation protocols, coordinate governance responses, and maintain ongoing visibility over emerging risks that could compromise system performance. A shift toward structured risk monitoring and governance-level response would support JCCAC's ability to fulfil its oversight responsibilities effectively and strategically.

Question:

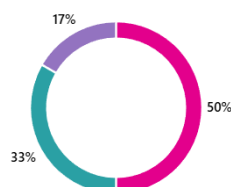
Adaptation risks, such as repeated weather events, infrastructure pressure, or coordination failures, need to be monitored and responded to before they become major crises. At the moment, the region lacks shared processes to identify or act on these risks early.

To what extent is JCCAC meeting the expectation of supporting shared risk monitoring and regional governance coordination for adaptation?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully meeting the expectation: **0 %**
- Partially meeting the expectation: **50 %**
- Not meeting the expectation: **33 %**
- Unsure: **17 %**



5.8 Issue Module: Governance Capability

Summary Statement

Participants identify that many JCCAC members and wider council leaders face capability gaps in applying governance discipline, mandate clarity, and system oversight responsibilities to complex adaptation challenges. There is limited familiarity with governance principles such as mandate boundaries, decision pathways, system design, value-based prioritisation, and oversight functions. This contributes to uncertainty about JCCAC's role, authority, and leadership responsibilities.

Participants describe significant variation in governance maturity across member councils, with some elected members and council staff interpreting JCCAC's role through the lens of individual council cultures, institutional comfort, or political positioning, rather than shared governance standards and system-wide mandate understanding. Without strengthened governance capability, JCCAC's ability to exercise its leadership role remains vulnerable to personal confidence, political comfort, or institutional conservatism.

Discrete Issues Identified

1. **Governance capability gaps:** Many JCCAC members lack familiarity with key governance concepts such as mandate boundaries, decision-making processes, and oversight responsibilities.
2. **Uneven governance maturity:** There is significant variability in governance capability across member councils, affecting consistency and shared understanding of JCCAC's leadership role.
3. **Misalignment of interpretations:** Some members interpret JCCAC's function based on individual council norms or political views, rather than shared governance standards.
4. **Over-reliance on personal comfort/confidence:** The Committee's ability to lead is constrained when decisions depend on the individual comfort, confidence, or conservatism of members, rather than on formal governance principles.
5. **Lack of structured development pathways:** There is currently no formal governance capability development programme or induction system to ensure consistent understanding of governance roles and responsibilities.

Why this issue is relevant to JCCAC

- JCCAC's ability to perform its oversight function depends on the governance capability of its members.
- Gaps in governance literacy reduce confidence, limit leadership, and weakens JCCAC's system coordination role.
- Governance capability building sits at the core of JCCAC's self-stewardship obligations, directly enabling its mandate execution, system oversight responsibilities, co-governance integrity, and long-term leadership effectiveness.

What JCCAC might do about this issue

- Develop and deliver targeted governance capability training for JCCAC members focused on adaptation system governance, mandate execution, oversight functions, decision-making discipline, and system leadership responsibilities.
- Commission expert governance advisory support to assist JCCAC in maturing governance practice, embedding system leadership discipline, and strengthening governance resilience over time.
- Embed staged governance capability development into JCCAC's standing governance work programme as a permanent leadership development stream.
- Establish a formal governance induction programme for all new JCCAC members, aligned to the ToR, governance mandate, co-governance practice, and system leadership responsibilities.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that governance capability development is a core governance responsibility essential for effective mandate execution, system leadership, and co-governance integrity.
- **Step 2:** Commission expert development of a staged governance capability programme for JCCAC members, covering system governance, leadership discipline, decision accountability, and co-governance practice.
- **Step 3:** Adopt a formal governance induction and continuous development programme for all new and continuing JCCAC members, aligned to mandate, oversight functions, relational governance, and system leadership responsibilities.
- **Step 4:** Embed structured governance capability development as a permanent stream within JCCAC's annual governance work programme and leadership development plan.

Survey Framing

Governance Capability

Interview participants reported that JCCAC members and wider council leadership display varying levels of familiarity with core governance concepts. These gaps include limited understanding of mandate boundaries, decision-making protocols, oversight responsibilities, and system-wide leadership functions. Some members interpret JCCAC's role through the lens of local political norms or council-specific culture rather than a shared understanding of regional governance obligations. This results in variable governance maturity, impairs collective discipline, and reduces confidence in the Committee's leadership capacity.

Given JCCAC's mandate to provide oversight, coordination, and strategic direction on climate adaptation, it is reasonable to expect that all members should have a baseline capability in governance practice. Capability gaps undermine mandate execution, system alignment, and co-governance integrity. It is therefore appropriate to expect that a structured training and induction programme be developed to ensure all members are equipped to fulfil their governance responsibilities.

Question:

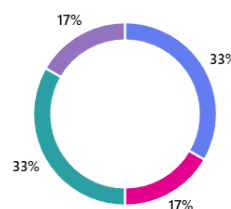
Interview participants highlighted that JCCAC members have differing levels of governance knowledge and confidence. This has made it harder for the Committee to consistently lead, coordinate across councils, or exercise oversight effectively.

To what extent do you think JCCAC members currently have the governance capability needed to fulfil their role?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Capability is strong and no further development is needed: **33 %**
- Capability is generally sufficient but would benefit from targeted development: **17 %**
- Capability is inconsistent and requires a structured development programme: **33 %**
- Capability is weak and significant development is needed: **17 %**
- No training needed: **0 %**



5.9 Issue Module: Transparency and Reporting

Summary Statement

It was widely noted that JCCAC lacks clear, consistent, and formalised governance reporting frameworks to support effective oversight and accountability. While related to the system architecture issues identified in **Section 5.5**, transparency and reporting failures represent a distinct governance weakness. Even where system roles are nominally defined, the absence of performance reporting mechanisms prevents JCCAC from exercising effective oversight, monitoring system coherence, or providing assurance to councils, hapū partners, and the public. There is no standardised system for tracking adaptation delivery progress, reporting on programme implementation, or providing system-wide performance assurance to governance. Reporting remains fragmented across member councils, with no agreed regional adaptation governance reporting framework or shared public transparency structure to support system-level accountability and regional performance visibility.

Participants note that without clear reporting systems, JCCAC's ability to provide meaningful oversight is weakened, and accountability for delivery performance remains opaque.

Discrete Issues Identified

1. **No regional adaptation reporting framework:** JCCAC lacks a formalised system for tracking adaptation delivery and governance performance across the region.
2. **Fragmented reporting practices:** Member councils report independently, with no consolidated oversight mechanism.
3. **No system-wide performance monitoring:** There is no structure for JCCAC to monitor delivery outcomes, risks, or system coherence.
4. **Weak governance visibility:** JCCAC cannot readily assess regional progress, emerging risks, or delivery accountability.
5. **Public transparency gaps:** The system does not include clear or accessible public reporting to support accountability and trust.
6. **Absence of reporting protocols:** JCCAC meetings are not routinely supported by structured performance or risk reporting.
7. **Limited assurance tools:** Without reporting frameworks, JCCAC cannot discharge its oversight function or provide assurance to partners.

Why this issue is relevant to JCCAC

- Reporting is a foundational governance tool that enables system oversight, mandate execution, accountability assurance, and governance transparency for JCCAC and its adaptation leadership role.
- Without transparent reporting, JCCAC lacks visibility over system performance.

- JCCAC's ToR (s6(a)) assign it responsibility for regional oversight; this depends on reliable performance information.

What JCCAC might do about this issue

- Develop a formal regional adaptation governance reporting framework to track adaptation delivery progress, system performance, and governance accountabilities across member councils and partners.
- Establish standing governance reporting protocols for JCCAC meetings, incorporating system performance reporting, risk monitoring, and delivery accountability tracking.
- Ensure public transparency through accessible, consolidated adaptation governance performance reporting that supports public accountability and stakeholder confidence.
- Embed governance reporting frameworks as a permanent workstream within JCCAC's ongoing governance oversight and system monitoring programme.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that formal adaptation governance reporting frameworks are essential to system oversight, mandate execution, and governance accountability.
- **Step 2:** Commission expert development of a formal regional adaptation governance reporting framework, incorporating delivery performance, system risks, and accountability tracking.
- **Step 3:** Adopt standing governance reporting protocols for JCCAC operations, including performance dashboards, system monitoring reports, and risk escalation register.
- **Step 4:** Embed adaptation governance reporting and performance oversight as a standing stream within JCCAC's governance work programme and system stewardship responsibilities.

Survey Framing

Transparency and Reporting

Interview participants reported that adaptation governance in Te Tai Tokerau lacks transparent and structured reporting systems. While councils may track their own initiatives, there is no shared reporting framework that enables JCCAC to monitor progress across the region, track delivery outcomes, or provide oversight. This results in limited visibility over system performance and no clear means to hold actors accountable or assure delivery effectiveness. Fragmented reporting practices across councils, and the absence of public-facing reporting mechanisms, further constrain system transparency.

Given JCCAC's role in overseeing adaptation at the regional level, it is reasonable to expect that a formal governance reporting framework should be in place to support mandate

execution, oversight responsibilities, and performance accountability. Transparent, consistent, and system-wide reporting is a core requirement of effective governance and directly enables the Committee's capacity to coordinate, assess progress, and engage with councils, hapū, and the public.

Question:

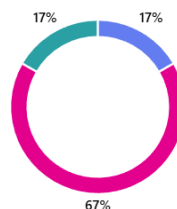
JCCAC's effectiveness depends on access to clear, consistent information about how adaptation is progressing across the region. Without shared reporting systems, it is hard to track what is being delivered, where, and by whom.

To what extent is JCCAC currently supported by formal, transparent, and consistent reporting practices that enable it to monitor adaptation performance across councils, hapū, and other partners?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully meeting the expectation: **17 %**
- Partially meeting the expectation: **67 %**
- Not meeting the expectation: **17 %**
- Unsure: **0 %**



5.10 Issue Module: Leadership

Summary Statement

JCCAC's ability to exercise effective system leadership is seen to be constrained not only by variability in leadership capability, but also by unresolved mandate design (which undermines authority clarity), variable governance confidence, and by governance capability gaps (which limit members' confidence to fully exercise their roles).

Committee members at times struggle to distinguish between their JCCAC governance role and their political or advocacy roles within individual member councils.⁷ This leads to inconsistent leadership behaviours, political positioning, and a weakening of collective focus on regional climate leadership.

⁷ One survey respondent explicitly linked their low ratings to dissatisfaction with the conduct of a particular member council and its representative on JCCAC, citing disengagement from agreed workstreams and weak local climate action. While not representative of all feedback, this comment illustrates how internal inconsistency in leadership commitment can affect perceptions of collective credibility and governance integrity within the Committee.

There is uncertainty among members regarding JCCAC's advocacy mandate, specifically whether it holds clear authority to represent the region in central government engagement, articulate regional positions, or advocate collectively on behalf of the adaptation system while respecting individual council mandates. The absence of clear governance protocols governing collective advocacy reduces the Committee's capacity to provide regional leadership, weakens its visibility as a system voice, and risks individual members speaking beyond agreed mandate, because advocacy authority flows directly from mandate clarity.

Leadership within the co-governance system remains inconsistently operationalised, with variability in shared leadership behaviours, tikanga-informed processes, power-sharing discipline, and relational leadership maturity. While the 50:50 composition of the Committee establishes a formal partnership structure, participants note that shared leadership behaviours, tikanga-aligned practices, and power-sharing principles are not consistently embedded in meeting practice, decision-making processes, or system leadership culture.

Leadership uncertainty is further reinforced by limited onboarding processes, loss of institutional memory following local elections, and the absence of clear standing governance protocols that sustain leadership consistency across membership turnover.

Without deliberate activation of governance leadership discipline, including role clarity, shared advocacy protocols, leadership conduct expectations, and tikanga-informed practice, JCCAC's capacity to perform as a mature system steward remains constrained.

Discrete Issues Identified

1. **Mandate ambiguity:** Uncertainty persists about JCCAC's governance mandate, particularly in relation to regional advocacy and authority.
2. **Blurring of roles:** JCCAC members often conflate their council advocacy roles with their JCCAC governance responsibilities.
3. **Inconsistent leadership behaviour:** Lack of shared expectations results in variable leadership conduct and unclear decision accountability.
4. **Co-governance practice gaps:** Tikanga-informed behaviours and power-sharing principles are not consistently embedded in JCCAC practice.
5. **Lack of advocacy protocols:** Absence of formal mechanisms for developing, authorising, and executing collective advocacy positions.
6. **Onboarding and continuity weakness:** Limited induction processes and loss of institutional knowledge following elections undermine leadership consistency.
7. **Absence of leadership discipline mechanisms:** No Governance Leadership Charter or standing frameworks for conduct, role definition, or leadership self-assessment.

Why this issue is relevant to JCCAC

- JCCAC's system leadership depends on how its members collectively exercise governance responsibility within the mandate provided.

- Leadership discipline directly affects JCCAC's legitimacy, stability, co-governance integrity, and external credibility.
- Shared advocacy protocols are essential to protect JCCAC's collective governance authority, ensure consistent regional engagement with central government, maintain mandate discipline, and prevent political fragmentation across the adaptation system.
- Only JCCAC itself can adopt the leadership discipline required to operationalise its governance role effectively.

What JCCAC might do about this issue

- Develop and adopt a formal Governance Leadership Charter that defines shared leadership values, conduct expectations, co-governance practice norms, advocacy boundaries, leadership discipline, and governance integrity commitments for all JCCAC members.
- Incorporate explicit governance role definitions for all members, clarifying:
 - councillors as regional system conduits with delegated governance responsibilities (not local political advocates within JCCAC)
 - hapū members as Treaty-based governance partners representing hapū positions and collective partnership obligations
 - co-chairing roles as shared leadership responsibilities embodying partnership and collective mandate stewardship.
- Develop and adopt formal governance advocacy protocols defining:
 - when JCCAC may publicly advocate or submit on behalf of the regional adaptation system
 - how regional advocacy positions are developed, authorised by formal resolution, and transparently recorded
 - how JCCAC advocacy interfaces with individual council mandates and sovereign decision-making authority.
- Deliver targeted leadership development training for all members covering:
 - governance role discipline and mandate execution
 - co-governance leadership practice and partnership integrity
 - tikanga-informed governance behaviours and power-sharing protocols
 - managing political tensions inside shared governance structures
 - safe, authorised, and disciplined advocacy practice within the regional governance system.

- Establish a permanent governance induction and staged leadership capability development programme, linked to electoral cycles, to sustain leadership continuity, mandate integrity, and institutional governance memory.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that leadership discipline, advocacy protocols, governance role clarity, and shared co-governance practice are core governance functions essential to mandate execution and system leadership effectiveness.
- **Step 2:** Commission expert development of a Governance Leadership Charter and formal Advocacy Protocol Framework that codify leadership discipline, role expectations, advocacy authorisation processes, and governance partnership commitments.
- **Step 3:** Adopt permanent governance induction, staged leadership development, and tikanga-informed governance practice as standing workstreams within JCCAC's governance capability programme.
- **Step 4:** Establish annual governance leadership self-assessments to review leadership discipline, role clarity, co-governance practice maturity, and mandate stewardship performance.

Survey Framing

Leadership

Interview participants highlighted that JCCAC's ability to lead regional adaptation efforts is constrained by uncertainty about members' governance roles, inconsistent leadership behaviour, and the absence of formal protocols for collective advocacy. Some members are unclear whether they are expected to act as individual political advocates or as regional governors, which undermines mandate discipline and weakens co-governance integrity. In particular, the lack of agreed advocacy protocols, shared behavioural expectations, and structured onboarding has led to inconsistent representation, blurred leadership accountability, and reduced credibility as a regional climate leader.

Under its ToR and general governance principles, JCCAC is expected to steward regional adaptation efforts with integrity, clarity, and cohesion. While it does not override the mandates of individual councils, it is reasonable to expect JCCAC to establish shared governance leadership protocols, clarify member roles, and embed consistent co-governance practice. These actions would protect mandate execution, strengthen relational accountability, and enable the Committee to speak and act with collective authority.

Question:

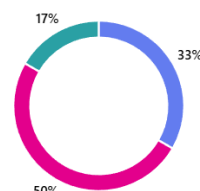
Strong leadership depends on having clear roles, consistent behaviour, and shared protocols. Interview participants said these are missing from JCCAC's current governance model.

To what extent is JCCAC meeting the expectation of ensuring clear governance roles, consistent leadership behaviour, and agreed protocols for how the Committee operates?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully meeting the expectation: **33 %**
- Partially meeting the expectation: **50 %**
- Not meeting the expectation: **17 %**
- Unsure: **0 %**



5.11 Issue Module: Systemic Issues (Residual Governance Gaps)

Summary Statement

Participants identify that many of the challenges described are interconnected symptoms of a broader systemic governance immaturity in regional adaptation leadership and oversight functions. Governance structures, processes, system design, relational commitments, governance capability, and accountability frameworks remain underdeveloped relative to the complexity of adaptation challenges facing Te Tai Tokerau, leaving the system vulnerable to fragmentation and governance drift. Without deliberate, staged governance development, the system remains vulnerable to fragmentation, political variability, and inconsistent delivery.

Summary of Discrete Governance Issues Identified

1. **Fragmented system architecture:** Governance structures and oversight mechanisms are not sufficiently developed to match the complexity of adaptation challenges.
2. **Absence of system-wide maturity plan:** No structured pathway exists to lift governance capability across the regional adaptation system.
3. **Weak leadership infrastructure:** There is no formal framework to embed leadership development, system coherence, or governance resilience.
4. **Inconsistent integration of co-governance:** Shared leadership principles, mandate execution, and partnership protocols remain underdeveloped across the system.
5. **No mechanism for continual governance improvement:** The system lacks periodic assessment of governance performance, maturity, and alignment with strategic needs.
6. **Vulnerability to political volatility:** Without systemic development, adaptation governance remains exposed to shifts in political will and institutional turnover.
7. **Underutilisation of JCCAC's regional platform:** JCCAC has not yet activated its position to lead a staged governance development programme across Te Tai Tokerau.

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Why this issue is relevant to JCCAC

- JCCAC is the regional governance body tasked with leading system coherence, overseeing adaptation governance maturity, and ensuring collective action across member councils and partners.
- Systemic governance weakness directly impairs JCCAC's ability to fulfil its oversight role.
- JCCAC holds the platform to initiate a structured governance maturity pathway.

What JCCAC might do about this issue

- Adopt a formal governance development and system maturity plan to strengthen JCCAC's leadership effectiveness, regional coordination, and long-term adaptation system stewardship.
- Develop and implement staged governance improvement workstreams across all identified governance domains, ensuring regional adaptation system coherence, leadership development, and partnership integration.
- Periodically assess governance maturity, system performance, and regional adaptation resilience to ensure continuous improvement and alignment with JCCAC's mandate and oversight functions.

Staged Leadership Activity (Governance Activation Pathway)

- **Step 1:** Secure JCCAC acknowledgement that systemic governance development is a strategic priority requiring deliberate, staged action to enhance system coherence, governance leadership, and adaptation capacity.
- **Step 2:** Adopt a comprehensive regional governance development framework that integrates leadership activation, system oversight, and co-governance practice into the adaptation system design.
- **Step 3:** Embed continuous system governance development into JCCAC's permanent work programme, aligned with adaptation system maturity, governance resilience, and mandate execution.
- **Step 4:** Periodically review and assess governance maturity, system performance, and governance resilience as integral components of JCCAC's ongoing system oversight and leadership development cycle.

Survey Framing

Systemic Issues (Residual Governance Gaps)

Interview participants identified that many of the challenges facing JCCAC stem from deeper, system-wide weaknesses in regional governance maturity. They described a fragmented adaptation system in which governance structures, decision processes, capability levels, and partnership frameworks remain underdeveloped. These structural deficits contribute to

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inconsistent delivery, variable leadership, and a lack of strategic coherence across the region. Participants noted that the system's fragility is reinforced by an absence of structured development pathways, leaving regional adaptation efforts vulnerable to political changes, capability gaps, and systemic drift.

Under its ToR and good governance principles, JCCAC is tasked with providing strategic oversight and direction for climate adaptation across Te Tai Tokerau. In light of persistent governance fragmentation and underperformance, it is reasonable to expect that JCCAC initiate and lead a structured governance development programme. This would include adopting a staged improvement framework, embedding leadership activation, and ensuring ongoing assessment of governance effectiveness. Such actions are necessary to strengthen JCCAC's mandate execution, build system resilience, and ensure long-term regional coherence in the face of escalating adaptation demands.

Question:

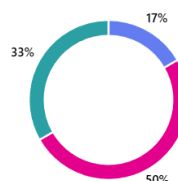
Regional adaptation governance remains fragmented and underdeveloped, limiting JCCAC's ability to lead with coherence and confidence.

To what extent is JCCAC meeting the reasonable expectation of initiating and leading a structured governance development programme to strengthen adaptation leadership and oversight?

Response:

Percentage of respondents who are of the view that JCCAC members:

- Fully meeting the expectation: **17 %**
- Partially meeting the expectation: **50 %**
- Not meeting the expectation: **33 %**
- Unsure: **0 %**



6 GOVERNANCE AND LEADERSHIP RECOMMENDATIONS & ACTIVATION PATHWAY

6.1 Governance Reform Approach

The recommendations presented in this section are drawn directly from the full governance review process undertaken. This process included:

- Structured interviews with elected members, hapū representatives, council executives, programme delivery staff, and regional leadership stakeholders
- Thematic coding of interview data into ten governance assessment domains, derived from international, national, and bicultural governance standards

- Synthesis of twelve validated governance issue modules
- Validation testing through structured participant feedback via a targeted survey.

The recommendations have been organised into two interdependent governance workstreams:

- **System Design Reforms** — focused on mandate clarity, structural design, decision protocols, relational stability, system architecture, and governance process maturity
- **Leadership Discipline Reforms** — focused on shared leadership culture, advocacy discipline, co-governance practice, conduct expectations, and capability development.

Together, these two workstreams form an integrated governance activation programme that can be safely progressed within JCCAC's existing ToR.

6.2 Governance Work Programme

The governance work programme set out below directly maps the twelve validated governance issue modules to their corresponding reform workstreams. This structure ensures that all identified governance challenges are addressed through targeted, evidence-based reforms aligned to JCCAC's existing ToR.

The two reform streams, System Design and Governance Leadership (ie, the capability, role clarity, and maturity with which leadership is exercised within the governance system), are mutually reinforcing. System design reforms strengthen mandate clarity, structure, and process discipline, while leadership discipline reforms strengthen governance culture, role clarity, and collective leadership maturity.

The full governance work programme is summarised in **Table 1**.

Table 1 Governance Reform Mapping

Governance Issue Module	Governance Reform Workstream	Activation Focus
Capacity	System Design	Regional resourcing alignment and capability coherence
Strategic Resourcing Prioritisation	System Design	Shared resourcing frameworks aligned to value creation
Structure	System Design	Clarification of JCCAC's mandate, decision rights, and authority
Processes	System Design	Consistent decision protocols, advice integration, and implementation pathways
Systems	System Design	Whole-of-system coordination and adaptation system architecture

Governance Issue Module	Governance Reform Workstream	Activation Focus
Relationships	System Design	Formalised inter-council and hapū partnership agreements
Risk and Crisis Management	System Design	Governance-level risk monitoring, escalation, and crisis coordination
Transparency and Reporting	System Design	Regional adaptation reporting frameworks
Governance Capability	Leadership Discipline	Governance training, induction, capability development
Governance Leadership Activation	Leadership Discipline	Role clarity, advocacy protocols, leadership charter
Systemic Governance Development	Leadership Discipline	Ongoing staged governance maturity pathway
Co-Governance Practice	Leadership Discipline	Operationalising shared leadership and tikanga-based governance practice

6.3 Governance Activation Pathway

The governance reforms identified in this review can be safely advanced through a staged activation pathway. This approach enables JCCAC to progressively strengthen both system design and leadership discipline while operating fully within its existing ToR.

The recommended pathway is structured around three core phases:

- Step 1: Leadership Acknowledgement and Issue Adoption**
JCCAC formally receives and adopts the validated governance issue synthesis as its leadership work programme. This establishes the shared platform for strengthening system leadership across the region.
- Step 2: Leadership Development Programme Initiation**
JCCAC initiates a staged series of governance and leadership development workshops focused on building leadership capability within the governance system. Each workshop includes targeted governance leadership training, facilitated dialogue to build shared governance solutions, and the development of leadership practice within existing ToR. Participants include JCCAC members, council executives, hapū partners, and senior staff.
- Step 3: Leadership Maturity Building (Ongoing System Stewardship)**
Progressive leadership strengthening occurs across all identified governance development domains. These include role discipline, mandate clarity, decision-making processes, council-hapū partnerships, regional resourcing coherence, prioritisation frameworks, system design integration, risk governance, transparency and reporting, and long-term governance capability.

Figure 4 below summarises the staged leadership activation pathway:

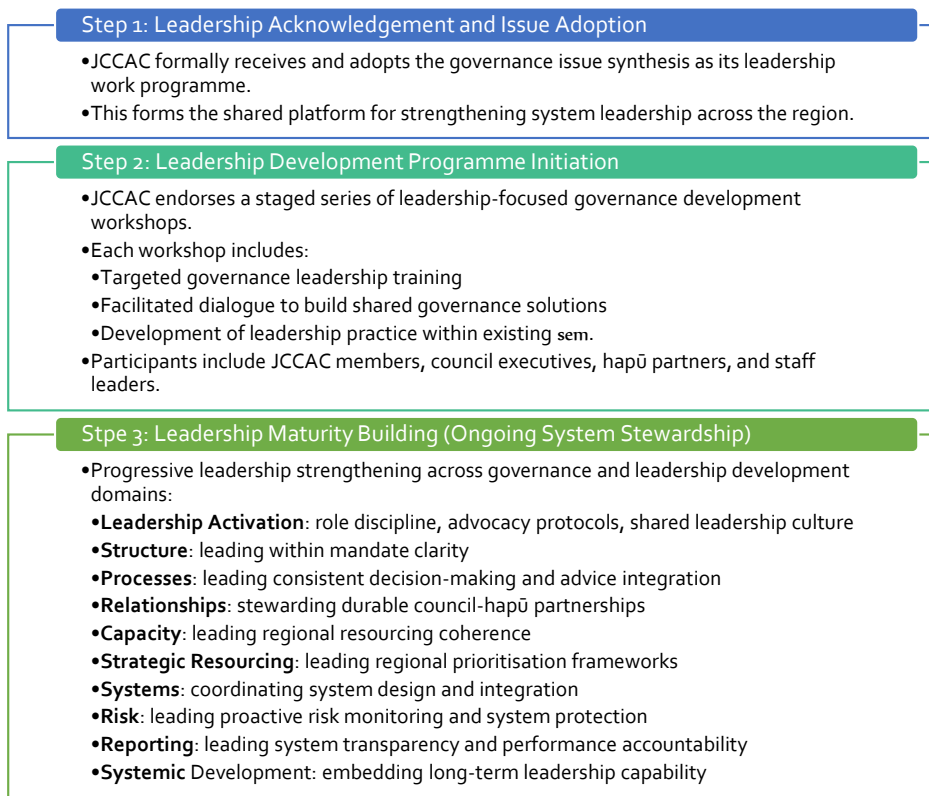


Figure 4 Staged Governance Leadership Activation Pathway

This activation pathway provides a structured and defensible roadmap for JCCAC to progressively strengthen its governance system, build durable leadership capacity, and ensure adaptive governance maturity over successive council terms.

6.4 Governance and Leadership Recommendations

Recommendations

To support the JCCAC in strengthening its system leadership role, this report recommends a three-part governance activation process. These steps are designed to be progressed within the Committee's existing ToR (s(6)(a)), requiring no structural change or legislative amendment. The process provides a mandate-aligned pathway for addressing the systemic governance issues identified in **Section 5** and strengthening JCCAC's regional oversight function.

1. **Formally acknowledge the governance risks identified in Section 5 as the basis for a structured leadership work programme.**

A formal Committee resolution should recognise that the governance issues outlined in this report constitute material risks to the region's adaptation performance, mandate execution, and governance coherence. This resolution would establish the foundation for a governance-led reform process and affirm the Committee's intention to address the issues identified through this review.

2. **Adopt a staged governance and leadership development programme to guide implementation.**

The Committee should adopt a sequenced programme of development activities, aligned to the Staged Leadership Activity framework set out in each issue module. This programme should encompass both governance capability and institutional capacity development, enabling JCCAC to strengthen mandate clarity, governance structures, partnership protocols, decision processes, and system coordination functions. The framework is deliberately staged to ensure that each issue is addressed at a pace and level appropriate to its political, institutional, and relational context.

3. **Co-develop and deliver specific governance activities to support capability, structure, and performance.**

Within the staged programme, JCCAC should identify and co-design specific governance tools and mechanisms that respond to the issues outlined. These may include protocols, registers, charters, or decision pathways that formalise governance practice, clarify roles, embed co-governance integrity, and improve delivery accountability. Activities should be selected and sequenced by the Committee itself, ensuring that all outputs are context-responsive, collectively owned, and fit for regional purpose.

This three-part approach enables the Committee to respond meaningfully to the issues raised, using its existing powers to strengthen institutional design, leadership coherence, and long-term regional resilience.

Rationale

In developing the recommendations for this review, several alternative approaches were considered. One option was to issue separate recommendations for each of the governance issues identified in **Section 5**. This would have resulted in a longer, issue-specific list covering areas such as mandate clarity, capability development, partnership frameworks, and performance systems. While this approach would have mirrored the issue structure of the report, it was ultimately set aside on the grounds that it lacked delivery logic and risked fragmenting the Committee's response. By treating each issue in isolation, this model would have provided little guidance on how JCCAC should prioritise, sequence, or integrate actions into a coherent governance work programme.

A second alternative was to propose more ambitious structural reform, such as revising the Committee's Terms of Reference or advocating for the establishment of a new statutory body. However, such recommendations would have exceeded the Committee's current decision-making authority, and would require central government involvement or legislative change. Given the absence of clear national direction and the deliberate scoping of this review as an interim governance assessment, a structural reform pathway was not considered appropriate at this stage.

A third option was to prepare a detailed operational action plan. This would have set out specific tasks, deliverables, and timelines, such as commissioning risk registers, drafting governance manuals, or convening targeted workshops. While this approach may have improved implementation clarity, it would have pre-empted the kind of co-development and contextual tailoring that will be essential to political uptake. It would also have exceeded the scope of this review, which was not mandated to undertake implementation design or delivery planning.

The adopted recommendation structure avoids these limitations by establishing a sequenced governance response that remains entirely within JCCAC's existing mandate. It enables the Committee to formally acknowledge the governance issues raised, adopt a staged leadership programme aligned to its current role, and co-develop specific outputs in partnership with councils and hapū. This approach balances the need for clear direction with respect for institutional context. It avoids premature prescription while still providing a structured and actionable governance pathway. Most importantly, it positions the Committee to take legitimate, coordinated steps to strengthen its system leadership function — without requiring structural change or external approval.

6.5 Long-Term Climate Resilience and Governance Integration

The governance reform recommendations presented in this report are directly tied to the region's long-term climate resilience objectives. By addressing the existing governance weaknesses, such as fragmentation of resources and unclear leadership roles, JCCAC can facilitate more efficient and coordinated adaptation efforts. These improvements will ensure that adaptation investments are strategically aligned with the region's highest resilience priorities, such as infrastructure protection and community adaptation. The proposed governance reforms will enable JCCAC to oversee system-wide adaptation and contribute significantly to the region's ability to reduce climate vulnerability and improve long-term community outcomes.

6.6 Financial Implications of Governance Reform

Addressing governance issues is not just about improving regional coordination; it is essential for reducing the financial risks associated with climate change. By formalising governance processes, improving resource allocation, and enhancing regional coordination, JCCAC can prevent inefficiencies and cost overruns in adaptation projects. This will not only lead to more cost-effective climate adaptation but will also increase the region's ability to attract external funding, from both government and private sectors, for long-term resilience initiatives. The financial return of these reforms will be seen in reduced disaster recovery costs, sustainable resource management, and more efficient allocation of adaptation funds across councils.

Governance system performance directly influences the region's financial risk exposure. Fragmentation, mandate ambiguity, and weak coordination increase the likelihood of inefficient resource allocation, cost overruns, duplicative investments, and heightened fiscal exposure to climate-related events. The table below outlines how each governance issue module contributes to specific financial risks, demonstrating that governance reform is not only institutionally necessary but fiscally material for long-term adaptation resilience.

Table 2 Governance Failure Modes and Associated Financial Exposures

Governance Issue Module	Governance Failure Mode	Primary Financial Exposure
5.1 Capacity and Resourcing	Fragmented resourcing, staff shortages, uneven capacity across councils	<ul style="list-style-type: none"> - Inefficient deployment of funds - Increased reliance on short-term contractors - Higher programme administration costs
5.2 Strategic Resourcing Prioritisation	Lack of agreed prioritisation frameworks	<ul style="list-style-type: none"> - Misallocation of capital to low-priority or duplicative projects - Delayed implementation - Missed co-funding opportunities
5.3 Scope of Mandate and Authority	Unclear role boundaries, inconsistent regional coordination	<ul style="list-style-type: none"> - Delayed regional investment decisions - Disjointed adaptation planning - Failure to leverage central government funding
5.4 Delivery Processes	Inconsistent internal processes and unclear decision pathways	<ul style="list-style-type: none"> - Cost overruns from uncoordinated or reactive project execution - Higher transaction costs in programme management
5.5 System Architecture	Absence of coherent regional governance framework	<ul style="list-style-type: none"> - Duplicative council investments - Gaps in system-wide resilience investments - Reduced long-term fiscal sustainability
5.6 Relationships	Fragile inter-council and council-hapū relationships	<ul style="list-style-type: none"> - Funding instability for hapū partners - Higher transaction costs for engagement processes - Loss of co-investment opportunities through relational breakdowns
5.7 Risk and Crisis Management	Absence of shared risk escalation or monitoring processes	<ul style="list-style-type: none"> - Unanticipated fiscal exposure to acute climate events - Delayed emergency responses increasing recovery costs - Higher insurance and contingency costs
5.8 Governance Capability	Variable governance literacy and leadership skills	<ul style="list-style-type: none"> - Poor investment oversight - Increased exposure to governance errors in adaptation programme delivery - Missed external investment confidence
5.9 Transparency and Reporting	Lack of system-wide reporting and performance tracking	<ul style="list-style-type: none"> - Inability to demonstrate readiness for external funding bids - Reduced central government confidence in regional delivery capacity - Higher audit and compliance costs
5.10 Leadership	Variable leadership maturity within the governance system	<ul style="list-style-type: none"> - Inconsistent regional advocacy capacity - Loss of strategic influence in national climate funding allocations - Missed regional resilience investment windows

6.7 Validation Outcomes

Following the synthesis of key governance issues, validation testing was conducted through a structured closed-response survey made available to all members of the Joint Climate Change Adaptation Committee. The survey was designed to assess alignment with the final list of governance issues rather than specific recommendations. It invited members to assess the degree to which JCCAC is currently meeting a set of clearly framed governance expectations across key domains.

Although the survey did not achieve a statistically robust response rate, the responses received are analytically useful. As of finalisation, six of the sixteen committee members had completed the survey. This represents a low participation rate, and conclusions must be drawn with caution. However, insights from these responses have been used to triangulate findings from earlier interviews and document analysis.

Importantly, the key governance issues presented in the survey had already been validated through interviews with committee members and stakeholders. In four of those interviews, participants were invited to directly review and comment on emerging insights. This iterative validation process confirmed that the insights reflect lived experience, are aligned with the governance roles under review, and are grounded in system evidence. The survey was therefore the last step in a multi-stage validation process, offering JCCAC members a further opportunity to confirm issue salience prior to final reporting.

Initial results suggest that those who responded broadly affirm the relevance of the issues identified. For example, on the question of whether JCCAC is meeting the expectation of initiating and leading a structured governance development programme, half of respondents indicated that JCCAC is partially meeting the expectation, with a further third stating it is not meeting the expectation. Only one respondent considered the expectation to be fully met. This distribution reinforces the general conclusion that regional governance maturity remains a shared concern among engaged members.

While the results cannot be treated as representative of the full Committee without higher participation, they are consistent with prior findings and offer an additional layer of stakeholder validation. No governance issue presented in the survey was rejected outright. Taken together, the evidence supports the need for a deliberate, staged governance development programme, as set out in **Sections 6.2 and 6.3**.

7 CONCLUSION

The JCCAC holds an essential and unique position in providing collective regional oversight, leadership, and coordination for climate adaptation across Te Tai Tokerau. Its establishment in early 2020 was a direct recognition of the urgent and complex challenges posed by climate change, necessitating a shared, region-wide approach. The Committee's co-governance structure, with equal representation from elected councillors and iwi/hapū representatives, stands as a distinctive arrangement and a taonga for the four member councils, reflecting the region's enduring commitment to partnership.

This interim governance review, commissioned to assess JCCAC's governance system design, mandate clarity, and leadership capability, has confirmed the Committee's vital role in advancing conversations, building relationships, and establishing a foundation for future regional action. However, through extensive stakeholder engagement and rigorous analysis, the review has identified a series of systemic governance challenges that currently limit JCCAC's ability to operate at its full potential. These issues, such as fragmentation of governance roles, gaps in processes, variability in capability, and lack of consistent regional resourcing, are not a reflection of "failings of the Committee itself", but rather underscore structural weaknesses that constrain its system leadership effectiveness.

Crucially, the presence of these challenges does not diminish the value or necessity of JCCAC; on the contrary, they reaffirm why a strong regional governance body remains indispensable. Without a collective forum like JCCAC, many identified challenges would become even more fragmented, inconsistent, or difficult to address.

The insights and recommendations presented in this report, including the proposed staged governance development programme, are designed to empower JCCAC to evolve into a governance body truly capable of guiding strategic, enduring, and equitable responses to climate change. This integrated governance activation programme, safely deliverable within JCCAC's existing ToR, comprises a series of structured leadership development workshops and ongoing governance strengthening across crucial domains such as mandate clarity, structure, resourcing, partnership, system design, and leadership practice.

We extend our sincere appreciation to all participants, including JCCAC members, elected councillors, council staff, hapū representatives, programme advisers, and regional leaders, whose invaluable insights, perspectives, and commitment have underpinned the rigour and relevance of this review. Their feedback has provided the robust evidential basis for the proposed governance work programme, which has received broad and consistent stakeholder support through validation testing.

As Te Tai Tokerau prepares for the next local government term, addressing these governance issues presents a powerful opportunity to strengthen JCCAC's leadership role, improve system performance, and support more effective adaptation outcomes for all communities across the region. We are confident that by embracing the proposed governance development programme, JCCAC can begin its next triennium with greater focus, legitimacy, and readiness to lead the region toward a more resilient future. This is a call to collective responsibility and opportunity, positioning Northland's climate governance arrangements to reflect regional realities, honour local leadership, and meet the scale and urgency of the climate adaptation task ahead.

APPENDIX A: FULL METHODOLOGY

Review Purpose and Scope

This review was commissioned to assess the current governance and leadership arrangements of the Joint Climate Change Adaptation Committee (**JCCAC**) in Te Tai Tokerau. Its primary objective was to identify the governance system weaknesses, leadership discipline challenges, capability gaps, and procedural and relational constraints that affect the Committee's ability to fulfil its regional adaptation oversight function.

The review focused explicitly on the governance system and leadership capacity of the Committee. It did not assess operational programme delivery or evaluate the technical performance of climate adaptation initiatives undertaken by member councils or staff teams. Its purpose was to provide practical, actionable guidance for strengthening JCCAC's governance maturity and leadership effectiveness within its existing ToR.

Data Sources

The assessment drew on multiple sources of evidence:

- Structured interviews and workshops with:
 - JCCAC members (elected councillors, iwi and hapū representatives)
 - Chief Executives and General Managers of member councils
 - Council governance, adaptation, and policy staff
 - Programme team leaders
 - Northland Inc regional leadership representatives.
 - External governance experts.
- Review of core documents, including:
 - The JCCAC ToR (March 2022)
 - The Local Government Act 2002 (LGA 2002)
 - TTCAS.
 - Previous governance design reports and synthesis workstreams.
- Incorporation of prior recommendations generated through earlier governance advisory processes preceding the full interview phase.

See **Section 3.5** of the report for summary description of stakeholder engagement. Full data sources are detailed here to provide complete transparency.

Review process

The review was delivered through a staged process, combining stakeholder engagement, structured governance coding, and synthesis:

Stage 1: Framing Workshop (March 2025)

An initial framing session was held with JCCAC members to confirm scope, clarify shared purpose, and introduce the governance and leadership focus of the review.

Stage 2: Stakeholder Interviews (April–May 2025)

Semi-structured interviews were conducted with a cross-section of JCCAC members, council officers, programme staff, regional leaders, and hapū partners.

Stage 3: Thematic Analysis

Interview data were coded and analysed using a bespoke governance assessment framework derived from global, national, and bicultural governance standards.

Stage 4: Validation Survey (June 2025)

An online survey was issued to interview participants to test emerging governance recommendations, invite participant feedback, and gauge overall support for the proposed reform pathways.

Stage 5: Synthesis and Reporting

The validated insights were synthesised into the governance work programme set out in this report.

A visual representation of this process is included in **Figure 5** below:

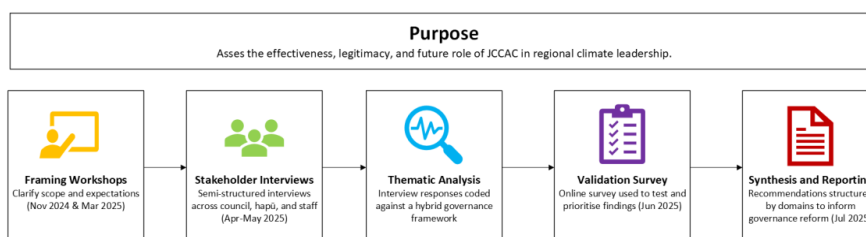


Figure 5 Review Process

Analytical framework

The governance assessment applied a structured analytical framework specifically tailored for the JCCAC context. This framework allowed both stakeholder experience and formal governance standards to be systematically integrated into a coherent diagnostic structure.

Principles-Based Framework Design

The framework was developed by Te Whakahaere āhuarangi to reflect:

- Internationally recognised governance and leadership standards
- The bicultural constitutional context of Aotearoa New Zealand under Te Tiriti o Waitangi
- Public sector governance expectations under the Local Government Act 2002
- Global climate governance practice relevant to multi-agency adaptation leadership.

Source Standards

Seven authoritative governance sources were selected to inform the framework:

Source	Relevance
Office of the Auditor-General – Insights into Local Government (2019–2021)	Performance standards for risk management, planning, oversight, and governance discipline
Ombudsman (2023) – Open for Business	Public trust, transparency, and administrative accountability
Te Tiriti o Waitangi Governance Principles	Embeds partnership, protection, participation, and rangatiratanga
OECD-DAC Evaluation Criteria	Public sector evaluation criteria for relevance, coherence, efficiency, and effectiveness
Four Pillars of Good Governance	Norms for accountability, transparency, participation, and responsiveness
World Economic Forum – Climate Governance Principles	Climate oversight, board-level climate risk integration, disclosure expectations
Global Covenant of Mayors (2021) – Multilevel Climate Action Playbook	Guidance on MLG coordination and vertical integration

Assessment Domains

The seven source frameworks were synthesised into ten assessment domains grouped across three overarching governance dimensions:

Dimension	Assessment Domains	Key Focus Areas
Climate Governance	<ol style="list-style-type: none"> 1. Climate literacy and capability 2. Risk and opportunity framing 3. Strategic integration 	Governance competency on climate issues, integration of climate into decision-making, and leadership of climate risk.

Dimension	Assessment Domains	Key Focus Areas
Public Governance	4. Role clarity and mandate 5. Structure and accountability 6. Transparency and reporting 7. Responsiveness and adaptability 8. Resourcing and capability	Institutional purpose, accountability, decision rights, structural design, and organisational capacity to act.
Te Tiriti Partnership	9. Partnership and representation 10. Co-governance and bicultural leadership	Representation, equity, power sharing, and the presence of Treaty-based principles in regional governance.

These domains structured both the design of interview questions and the subsequent thematic coding.

Figure 6 summarises the combined review process, analytical framework structure, and governance standards applied in the assessment.

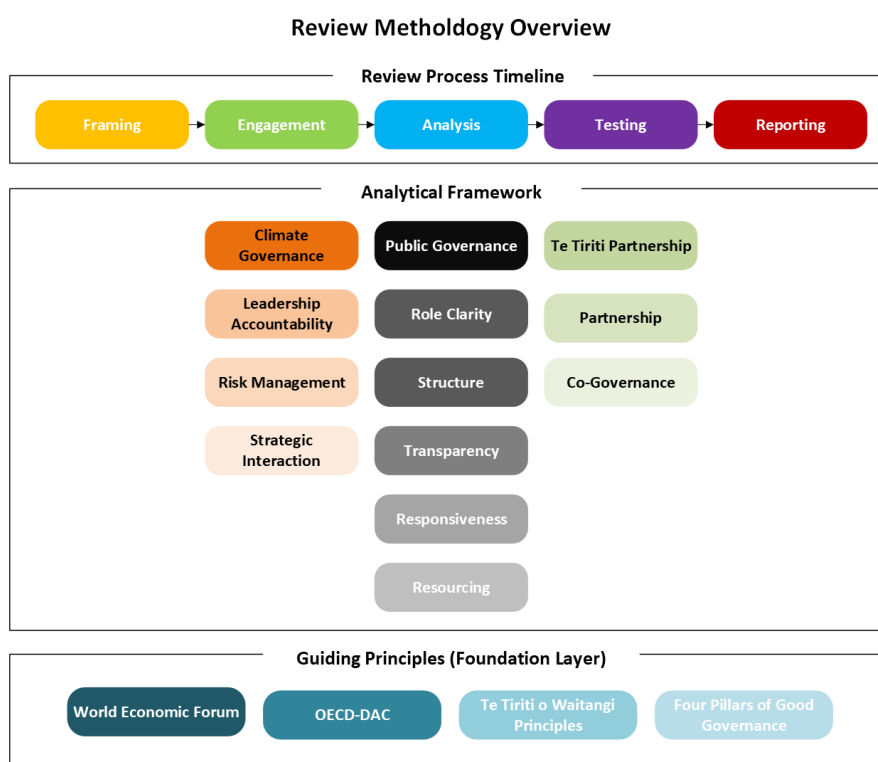


Figure 6 Review Methodology Overview

Thematic Synthesis Application

Interview data were coded using the 10 domains. Statements from all participants were linked to one or more domains. Through this cross-participant synthesis, consistent governance failure modes were identified across:

- Structure
- Process
- Capability
- System design
- Relational stability
- Co-governance leadership
- Risk oversight
- Reporting
- Decision-making discipline.

This thematic synthesis allowed governance issues to be surfaced systematically, grounded in both evidence and established governance principles.

Hybrid Domain Framework

To strengthen the robustness of the synthesis, the thematic analysis was cross-validated through application of a hybrid framework:

- **Primary application:** The 10-domain framework derived from interviews.
- **Secondary validation lens:** The 7 authoritative governance source frameworks.

This hybrid structure allowed interview themes to be tested across both stakeholder experience and established governance benchmarks.

Interview Design and Coding Process

Semi-structured interview protocols were developed around each of the ten assessment domains. The interview design ensured a consistent approach while allowing participants to reflect openly on governance challenges, leadership roles, mandate clarity, partnership relationships, and decision-making processes.

Participant statements were thematically coded against the assessment domains using a structured coding matrix. This allowed emerging themes to be systematically aligned with established governance principles and cross-validated across participants.

Validation through Survey

Following thematic analysis, a targeted online survey was distributed to all participants. The survey invited participants to:

- Test their level of agreement with the proposed governance recommendations
- Provide comment on the clarity, relevance, and prioritisation of the identified governance challenges
- Suggest refinements or additions to the proposed governance activation programme.

The survey process added a second validation layer, strengthened transparency, and provided confidence that the final recommendations reflected stakeholder consensus.

Governance Scope Clarification

This review focused solely on governance system design, leadership discipline, and system stewardship. It did not:

- Assess operational delivery or technical adaptation workstreams
- Review council-level adaptation implementation
- Undertake financial audits or statutory compliance reviews.

The synthesis represents governance system observations derived from structured engagement, evidence synthesis, and advisory analysis. It does not constitute legal, statutory, or financial advice.

APPENDIX B: ANALYTICAL FRAMEWORK

Cross-Framework Alignment Table

Table 3 below illustrates how each of the ten assessment domains aligns with the seven authoritative sources that underpin this review. These sources reflect both global standards and Aotearoa-specific expectations for public governance, bicultural leadership, and climate oversight. This alignment demonstrates the breadth and depth of the analytical framework and provides assurance that each insight and recommendation has been tested against multiple perspectives on institutional performance and leadership.

Table 3 Cross-Framework Alignment Table

	Assessment Domain	WEF Climate Governance	OECD-DAC Criteria	Te Tiriti Principles	Four Pillars of Governance	Office of the Auditor-General	Ombudsman Open for Business	GCoM Climate Action Playbook
1.	Climate literacy and capability	Principle 2: Command of the subject	Relevance	Partnership (shared knowledge)	Participation	Elected member capability; induction guidance	Transparency in expertise and decision-making	Capacity building; enabling condition 5
2.	Risk and opportunity framing	Principle 4: Risk and opportunity assessment	Effectiveness, Relevance	Protection (of taonga and interests)	Accountability	Audit and risk framing; climate risk noted in 2021	Fairness in assessing risk to communities	Climate risk integration; enabling condition 1
3.	Strategic integration	Principle 5: Strategic integration	Coherence	Partnership	Responsiveness	Strategic clarity; long-term planning expectations	Clarity of purpose in governance planning	Vertical alignment; enabling condition 1
4.	Role clarity and mandate	Principle 1: Accountability on boards	Relevance, Coherence	Partnership	Accountability	Mandate definition; role alignment commentary	Transparency and openness of mandate	Clear mandates; enabling condition 4
5.	Structure and accountability	Principle 3: Board structure	Effectiveness, Efficiency	Partnership, Rangatiratanga	Accountability, Transparency	Governance structures; internal controls	Fair process and equal treatment	Institutional structure and coordination

	Assessment Domain	WEF Climate Governance	OECD-DAC Criteria	Te Tiriti Principles	Four Pillars of Governance	Office of the Auditor-General	Ombudsman Open for Business	GCoM Climate Action Playbook
6.	Transparency and reporting	Principle 7: Reporting and disclosure	Coherence, Impact	Participation	Transparency	Financial reporting; transparency obligations	Open meetings; accessible information	Reporting alignment; open data sharing
7.	Responsiveness and adaptability	Principle 8: Exchange	Effectiveness, Sustainability	Protection, Participation	Responsiveness	Adaptive planning; responsiveness critiques	Responsiveness to public concerns	Policy agility; delivery mechanisms
8.	Resourcing and capability	Principle 6: Incentivisation	Efficiency, Sustainability	Protection	Accountability	Resourcing; value-for-money insights	Equitable access to information and support	Financing enablement; enabling condition 2
9.	Partnership and representation	Not specifically addressed	Relevance, Impact	Partnership, Participation, Rangatiratanga	Participation	Community engagement; equity of access	Inclusivity of Māori in governance roles	Stakeholder engagement; enabling condition 5
10.	Co-governance and bicultural leadership	Not specifically addressed	Coherence, Impact	Partnership, Rangatiratanga	Accountability, Participation	Treaty-based engagement; local board commentary	Shared decision-making; representation fairness	Inclusive governance; enabling condition 5

APPENDIX C: FULL INTERVIEW CODING PROCESS

The interview coding process was designed to ensure that all stakeholder insights were systematically analysed against the assessment domains described in the analytical framework.

All interview transcripts were reviewed and coded into the ten governance assessment domains:

- Climate Literacy and Capability
- Risk and Opportunity Framing
- Strategic Integration
- Role Clarity and Mandate
- Structure and Accountability
- Transparency and Reporting
- Responsiveness and Adaptability
- Resourcing and Capability
- Partnership and Representation
- Co-Governance and Bicultural Leadership

Each interview statement was assigned to one or more domains depending on its content. Thematic analysis was then applied across participants to identify recurring patterns, governance gaps, structural challenges, and leadership opportunities. Coding allowed cross-participant synthesis while preserving the context of each participant's insights.

Coding assignments were internally reviewed for consistency, and were subsequently validated through the stakeholder validation survey process. This coding process provided the evidential foundation for the governance issue synthesis presented in Section 4 and for the governance development programme outlined in Section 5.

Full coding records remain on file to support audit and verification.

APPENDIX D: VALIDATION SURVEY PROCESS

Following the governance issue synthesis, a structured validation process was designed to confirm that the identified governance issues accurately reflect both stakeholder perspectives and the system conditions they experience. The validation allows interview participants and governance stakeholders to review the governance issue modules developed from thematic analysis and confirm that each issue has been correctly framed for JCCAC's oversight role. This step ensures that the final governance work programme is both evidence-based and representative of those responsible for regional adaptation leadership.

The validation process is fully integrated into the issue development phase. For each of the twelve governance issue modules presented in **Section 5**, a corresponding validation question has been developed. Each question:

- Restates the governance issue in summary form
- References the Committee's oversight role as defined in the ToR (s 6(a))
- Asks participants to indicate whether JCCAC should have a governance role in addressing the issue.

Participants are invited to respond to each question using a point scale:

This approach allows participants to confirm or challenge both the issue framing and the proposed governance role for JCCAC, while ensuring that validation remains directly aligned to the Committee's formal mandate.

Full validation framing and survey questions are embedded in **Section 5** of this report alongside each issue module.

Following survey completion, the results will be incorporated into **Section 6.7** to inform the final governance recommendations.

APPENDIX E: SUMMARY OF CURRENT JCCAC GOVERNANCE MANDATE (AS PER MARCH 2022 TOR)

The following provisions of the current ToR (March 2022) establish the Committee's governance role and system oversight functions. These provisions form the basis for the governance assessment presented in this report.

- **Status (Section 3):** JCCAC is constituted as a joint standing committee of the four member councils, with 50:50 membership representation between elected council members and hapū-appointed representatives.
- **Purpose (Section 4):** To oversee climate change adaptation work across Te Tai Tokerau.
- **Functions (Section 6):**
 - 6(a): *"To provide direction and oversight of climate change adaptation planning, implementation, and delivery across the region, consistent with Te Tiriti o Waitangi principles."*
 - 6(b)–6(d): Further functions including advice to councils, receiving reports from technical groups (including CATT), and stakeholder engagement.
- **Decision-Making (Section 7):** The committee primarily holds an advisory role. It does not hold independent delegated financial or statutory decision-making powers from the member councils.
- **Partnership Provisions:** The 50:50 membership model reflects co-governance intent but does not create formal shared decision authority beyond advisory outputs.
- **Reporting Lines:** The committee reports back to the four member councils but does not possess independent implementation authority.

This review has focused specifically on how these governance functions are operationalised in practice, and where structural, procedural, or leadership improvements may strengthen the Committee's effectiveness within this existing mandate.

APPENDIX F: SOURCE MATERIALS REVIEWED FOR GOVERNANCE ASSESSMENT

Source	Document Type	Purpose in Governance Review
Climate Adaptation Te Tai Tokerau. (2022). <i>Te Tai Tokerau Climate Adaptation Strategy (Final Version, April 2022)</i> . Whangārei: CATT.	Regional Strategy	Primary regional adaptation framework articulating vision, principles, and high-level direction.
Climate Adaptation Te Tai Tokerau. (2022). <i>Te Tai Tokerau Climate Adaptation Strategy (Draft A)</i> . Whangārei: CATT.	Strategy Draft	Used for comparison against final version and to track evolution of strategic framing.
Climate Adaptation Te Tai Tokerau. (2023). <i>CATT Resources Pack</i> . Whangārei: CATT.	Internal Toolkit	Included as context for internal processes, coordination mechanisms, and project governance tools.
Climate Adaptation Te Tai Tokerau. (2023). <i>Climate Programme Implementation Plan (Final, November 2023)</i> . Whangārei: CATT.	Programme Plan	Provided implementation milestones, sequencing, and accountability architecture.
Climate Adaptation Te Tai Tokerau. (2023). <i>Programme Team Session Records</i> . Whangārei: CATT.	Engagement Record	Referenced to validate programme logic and delivery structure through team input.
Climate Adaptation Te Tai Tokerau. (2023). <i>TAMF Section 5 - Recommendations and Next Steps</i> . Whangārei: CATT.	Framework Development	Guided assessment of institutional needs and transitional capability across the system.
Climate Adaptation Te Tai Tokerau. (2024). <i>CATT Terms of Reference - Draft (Nov 2024)</i> . Whangārei: CATT.	Internal Governance Terms	Clarified evolving institutional remit and potential inter-agency coordination mandates.
Climate Adaptation Te Tai Tokerau. (2024). <i>CHWG Second Term ToR</i> . Whangārei: CATT.	Working Group Mandate	Referenced to determine subcommittee structure and technical advisory protocols.
Climate Adaptation Te Tai Tokerau. (2024, March 20). <i>Workshop Briefing Paper (Draft)</i> . Whangārei: CATT.	Internal Briefing	Reviewed to identify pre-engagement framing of governance challenges.
Climate Adaptation Te Tai Tokerau. (2024, November 4). <i>JCCAC Workshop Summary Memo</i> . Whangārei: CATT.	Internal Governance Record	Used to capture stakeholder framing and institutional constraints as articulated in workshop.
Jacobs. (2023). <i>Climate Programme Implementation Plan – Final</i> . Report prepared for Northland Regional Council, November 2023.	Consultant report	Commissioned by Northland Regional Council. Outlines proposed governance and delivery framework for regional climate adaptation. Cited as the basis for the staged governance development pathway referred to in this report.

Source	Document Type	Purpose in Governance Review
Global Covenant of Mayors. (2021). <i>Multilevel Climate Action Playbook</i> . Brussels: GCoM.	Multilevel Governance Guide	Used to frame MLG coordination structures and vertical integration needs.
Joint Climate Change Adaptation Committee. (2021, April 12). <i>Meeting Agenda (AGN 3005)</i> . Whangārei: NRC.	Governance Record	Used to analyse agenda-setting and institutional priorities in early governance stages.
Joint Climate Change Adaptation Committee. (2021, August 30). <i>Meeting Agenda (AGN 3075)</i> . Whangārei: NRC.	Governance Record	Reviewed to understand regional coordination dynamics and early adaptation planning.
Joint Climate Change Adaptation Committee. (2021, November 29). <i>Meeting Agenda (AGN 3111)</i> . Whangārei: NRC.	Governance Record	Analysed to trace decisions related to strategy development and institutional formation.
Joint Climate Change Adaptation Committee. (2022). <i>Terms of Reference (HTML Archive)</i> . Whangārei: NRC.	Digital Archive	Used to confirm past web-published ToR text and continuity tracking.
Joint Climate Change Adaptation Committee. (2022, August 29). <i>Meeting Agenda (AGN 3260)</i> . Whangārei: NRC.	Governance Record	Reviewed for governance continuity and clarity of action mandates post-strategy launch.
Joint Climate Change Adaptation Committee. (2022, March 7). <i>Meeting Agenda (AGN 3164)</i> . Whangārei: NRC.	Governance Record	Assessed to understand early implementation intentions and commitment structures.
Joint Climate Change Adaptation Committee. (2022, May 30). <i>Meeting Agenda (AGN 3223)</i> . Whangārei: NRC.	Governance Record	Documented further progress toward strategy adoption and resource mobilisation.
Joint Climate Change Adaptation Committee. (2022, May 30). <i>Supplementary Agenda (AGN 3223 SUP)</i> . Whangārei: NRC.	Governance Record (Supplement)	Included in triangulation of committee deliberation and reporting completeness.
Joint Climate Change Adaptation Committee. (2023). <i>August Agenda Attachments - Extracts</i> . Whangārei: NRC.	Governance Evidence Supplement	Reviewed for decisions, technical updates, and discussion artefacts.
Joint Climate Change Adaptation Committee. (2023). <i>Governance Maturity Presentation Slides</i> . Whangārei: NRC.	Supporting Material	Analysed to understand framing of governance goals during committee briefings.
Joint Climate Change Adaptation Committee. (2023, April 3). <i>Meeting Agenda (AGN 3411)</i> . Whangārei: NRC.	Governance Record	Validated actions around climate investment and system-wide prioritisation.

Source	Document Type	Purpose in Governance Review
Joint Climate Change Adaptation Committee. (2023, August 4). <i>Meeting Agenda (AGN 3437)</i> . Whangārei: NRC.	Governance Record	Assessed for adaptation project updates and committee governance activities.
Joint Climate Change Adaptation Committee. (2023, February 20). <i>Meeting Agenda (AGN 3382)</i> . Whangārei: NRC.	Governance Record	Captured to understand annual planning coordination and oversight structures.
Joint Climate Change Adaptation Committee. (2023, November 10). <i>Meeting Agenda (AGN 3385)</i> . Whangārei: NRC.	Governance Record	Included to review late-2023 developments and confirm follow-up action patterns.
Joint Climate Change Adaptation Committee. (2023-2025). <i>Meeting Agendas and Records (Various Dates)</i> . Whangārei: NRC.	Governance Records	Reviewed across 10+ meetings to assess decision sequencing, committee behaviour, and follow-through on commitments.
Joint Climate Change Adaptation Committee. (2024, May 27). <i>Meeting Agenda (AGN 3633)</i> . Whangārei: NRC.	Governance Record	Captured recent decisions and pre-election preparation for governance continuity.
Joint Climate Change Adaptation Committee. (2024, November 4). <i>Meeting Agenda (AGN 3634)</i> . Whangārei: NRC.	Governance Record	Reviewed to verify committee direction-setting near end of governance term.
Joint Climate Change Adaptation Committee. (2024, November 4). <i>Meeting Agenda (AGN 3748)</i> . Whangārei: NRC.	Governance Record	Reviewed to confirm resolutions on system maturity proposals and review acceptance.
Joint Committee Secretariat. (2023). <i>JCCAC Planning Memos and Internal Briefs</i> . Whangārei: NRC.	Operational Materials	Included to assess procedural consistency and accountability practices.
Joint Committee. (2023-2025). <i>Agenda Attachments (Various)</i> . Whangārei: NRC.	Governance Evidence Pack	Reviewed alongside agendas to confirm content presented, decisions made, and process flow.
Kaipara District Council. (2023). <i>Revised Terms of Reference for the Joint Climate Change Adaptation Committee</i> . Dargaville: KDC.	District Committee ToR	Cross-referenced to assess alignment with regional-level commitments and structures.
KDC. (n.d.). <i>KDC Committee Terms of Reference - Final Proofs (2022-2025)</i> . Dargaville: Kaipara District Council.	Mandate Instrument	Included to confirm local authority delegation and alignment with regional committee roles.
Local Government New Zealand. (2024, April 17). <i>Te Uru Kahika - Stocktake of Climate Adaptation Activity</i> . Wellington: LGNZ.	Sector Landscape Scan	Reviewed to contextualise JCCAC progress against national trends and local sector gaps.

Source	Document Type	Purpose in Governance Review
Multiple Councils. (n.d.). <i>Joint Climate Change Adaptation Committee Terms of Reference (Various Versions)</i> . Northland: NRC, KDC, WDC, FNDC.	Mandate Documents	Reviewed to track mandate evolution, role clarification, and consistency across member councils.
Nelson City Council. (2023). <i>Terms of Reference - Climate Change Taskforce</i> . Nelson: NCC.	Comparator Governance Design	Referenced to identify regional variation in committee structure and mandate breadth.
New Zealand Government. (2002). <i>Local Government Act 2002</i> . Wellington: Parliamentary Counsel Office.	Statutory Framework	Provides legal underpinning for local government governance powers and responsibilities.
New Zealand Parliament. (2024). <i>Inquiry into Climate Adaptation - Terms of Reference</i> . Wellington: Environment Committee.	National Mandate Instrument	Referenced to identify the formal inquiry scope and alignment with local government roles.
Northland Regional Council. (2020, June 30). <i>Strategy and Policy Committee Agenda</i> . Whangārei: NRC.	Historical Record	Established baseline governance settings and early JCCAC orientation.
Northland Regional Council. (2021). <i>Climate Change Strategy - Internal Draft</i> . Whangārei: NRC.	Regional Strategy (Draft)	Used to understand council-level climate risk framing and strategic positioning.
Northland Regional Council. (2022). <i>Joint Climate Change Adaptation Committee - Terms of Reference (March 2022)</i> . Whangārei: NRC.	Governance Mandate	Referenced to determine formal committee responsibilities, scope, and decision rights.
Northland Regional Council. (2023). <i>2023-25 Joint Climate Change Adaptation Committee - Terms of Reference</i> . Whangārei: NRC.	Updated Governance Mandate	Reviewed to clarify committee's refreshed mandate, structural responsibilities, and oversight role.
Northland Regional Council. (2023, August 4). <i>Strategy and Policy Committee Agenda - Item on JCCAC</i> . Whangārei: NRC.	Governance Record	Provided cross-committee policy alignment and accountability context.
Northland Regional Council. (n.d.). <i>Joint Committee ToR Variants and Updates</i> . Whangārei: NRC.	Historical Governance Instruments	Provided archival reference for mandate evolution and regional harmonisation.
OECD. (2019). <i>DAC Evaluation Criteria</i> . Paris: Organisation for Economic Co-operation and Development.	Public Sector Evaluation Standard	Applied to assess governance relevance, effectiveness, coherence, and efficiency.
Office of the Auditor-General. (2019-2021). <i>Insights into Local Government</i> . Wellington: OAG.	Governance Standards Source	Used to benchmark planning, risk, oversight, and performance standards.
Ombudsman New Zealand. (2023). <i>Open for Business: A Report on Local Government Transparency</i> . Wellington: Office of the Ombudsman.	Accountability Framework	Benchmarked to assess public trust, transparency, and process quality.

Source	Document Type	Purpose in Governance Review
Parliamentary Commissioner for the Environment. (2024). <i>Inquiry into Climate Adaptation - Findings and Recommendations</i> . Wellington: PCE.	National Governance Analysis	Synthesised for comparative institutional design expectations and capability observations.
Wellington Region Climate Committee. (2022, December 15). <i>Terms of Reference</i> . Greater Wellington Regional Council.	Comparator ToR	Used to contrast governance design and regional adaptation mandate approaches.
World Economic Forum. (2020). <i>Principles for Effective Climate Governance in the Boardroom</i> . Geneva: WEF.	Climate Governance Framework	Applied to examine board-level integration of climate oversight principles.



TITLE: **FNDC Community Adaptation Programme - JCCAC Review**

From: Katy Simon, FNDC - Adaptation Programme Lead

Authorised by Group Manager/s: Louisa Gritt, Group Manager - Community Resilience, on 08 July 2025

Executive summary/Whakarāpopototanga

Staff seek endorsement of Te Kaunihera o Te Hiku o Te Ika – Far North District Council’s draft Community Adaptation Programme, Te Hōtaka Urutau Hapori.

Far North District Council’s (FNDC) approved Community Adaptation Programme (Programme) will serve as the foundation for all community adaptation work undertaken by FNDC. The published Programme will be the main way to publicly communicate FNDC’s community adaptation work. The Programme will also be the main way to deliver on FNDC’s commitment to community adaptation planning under Te Taitokerau Climate Adaptation Strategy.

Staff referred to central government guidance, best practice examples, adopted strategy and policy, and early informal engagement from Far North communities to design the proposed Programme. The proposed Community Adaptation Programme also aligns with early content released on the national [adaptation framework](#), still in development.

Since September 2024, staff have been developing the Programme. Staff have sought feedback and direction from FNDC Elected Members and Te Kahu o Taonui representatives.

The draft Programme is now ready for the Joint Committee’s review and endorsement.

Please see **Attachment 1:** FNDC Draft Community Adaptation Programme - Te Hōtaka Urutau Hapori.

FNDC Elected Members provided direction at a May Council workshop that includes several changes yet to be made.

Questions for the Joint Committee:

- Does FNDC’s draft Programme sufficiently meet Te Taitokerau Climate Adaptation Strategy?
- Does the Joint Committee support the roles and responsibilities set out in the draft Programme? (pages 21-23).
- Does the Joint Committee have any input on shared deliverables or shared outcomes between this Programme and Te Taitokerau Climate Adaptation Strategy regional work programme?

Staff can answer questions on the draft Programme and can discuss the next steps, including the Joint Committee's future governance role in the Programme.

Feedback from the committee will inform the final programme document.

Next steps: Programme approval decision will go to FNDC’s August Council meeting.

Recommendation(s)

1. That the report ‘FNDC Community Adaptation Programme - JCCAC Review’ by Katy Simon, FNDC - Adaptation Programme Lead and dated 24 June 2025, be received.

2. That the Joint Climate Change Adaptation Committee endorse Te Kaunihera o Te Hiku o Te Ika – Far North District Council’s draft Community Adaptation Programme, Te Hōtaka Urutau Hapori.

Options

Option 1: Endorse the draft Community Adaptation Programme, including any suggested amendments to Te Kaunihera o Te Hiku o Te Ika – Far North District Council.

Advantages:

- Fits the strategic goals of Te Taitokerau Climate Adaptation Strategy
- Sets a clear regional expectation of quality for council adaptation work, including Iwi/Hapū-led Adaptation Planning alongside Community Adaptation Planning.
- Can guide other regional adaptation deliverables.

Disadvantages:

- None, if quality set by the programme meets with committee expectations.

Option2: Do not endorse the Community Adaptation Programme in its current form and suggest amendments to Te Kaunihera o Te Hiku o Te Ika – Far North District Council.

Advantages:

- If the committee have differing expectations for adaptation work, this may provide a clearer expectation of quality regionally.

Disadvantages:

- May delay Far North District Council’s programme approval in August.

The staff’s recommended option is Option 1: Endorse the draft Community Adaptation Programme.

Considerations

1. Climate Impact

The programme is in alignment with the Te Taitokerau Climate Adaptation Strategy.

2. Environmental Impact

There is not direct environmental impact of the programme.

3. Community views

Community Adaptation Planning is designed to understand the widest possible community views on climate change, it’s impacts on the community, and the perspectives on its constituents.

4. Māori impact statement

The plan outlines a clear pathway for iwi/hapū-led adaptation planning (Pou 2) that is consistent with the overall joint regional strategy for climate change adaptation. This aims to recognise the critical leadership of tangata whenua in community adaptation planning and support tangata whenua adaptation and resilience goals.

This can have positive effects for tangata whenua within the Adaptation Planning areas but is also reliant on ongoing capability and resourcing as with the Pou 1.

5. Financial implications

There are no financial implications directly, the timing of the programme may need to be adjusted over the course of the programme depending on the resources made available via Council Annual and Long-Term Planning.

The Council Approval of the programme has requested a more detailed understanding of the resourcing options for current programme and what a faster delivery timeline would require.

6. Implementation issues

The largest gap in resources sits with Pou 3, the Climate Toolkit response. It relies on existing community capabilities to engage with council and to undertake work with only guidance from councils. Funding from Northland Regional Councils contestable fund for Climate Resilience Communities is an avenue for communities to apply to undertake an interim planning initiative under Pou 3 but not guaranteed or reserved for this work.

7. Significance and engagement

There are no significance requirements, as the programme has been consulted on already and funding made available. The implications of the community adaptation planning outputs for the programme will require further consultations once defined.

8. Policy, risk management and legislative compliance

There is an overall risk from policy and legislative change nationally that do not adequately imbed adaptation planning to give effect to the proposed output and outcomes of the plan. This risk is long-standing, acknowledged by the strategy, and recognised to be secondary to the risks faced by communities from climate change and maladaptation overall.

Attachments/Ngā tapirihanga

Attachment 1: FNDC Draft Community Adaptation Programme - Te Hōtaka Urutau Hapori [↓](#) 

TE HŌTAKA URUTAU HAPORI

COMMUNITY ADAPTATION PROGRAMME

DRAFT



Placeholder page for mihi, whakatauki
and/or Mayor's forward

Te Hiku o te Ika – The Far North's climate and environment are changing.

We adapt when we anticipate and respond to these changes.

The Community Adaptation Programme sets out Te Kaunihera o Te Hiku o te Ika – Far North District Council's (Council) work to support Far North's people and places to adapt.

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Why a Community Adaptation Programme?

Outcomes: What we seek to achieve in the long term.



Why do we need to adapt?

The buildup of greenhouse gases in the atmosphere is causing our climate to change, disrupting the normal functioning of weather patterns and our environment.

We are seeing increasing storms, floods and sea levels now. These changes will continue in our lifetime and in our children's and grandchildren's lifetimes.

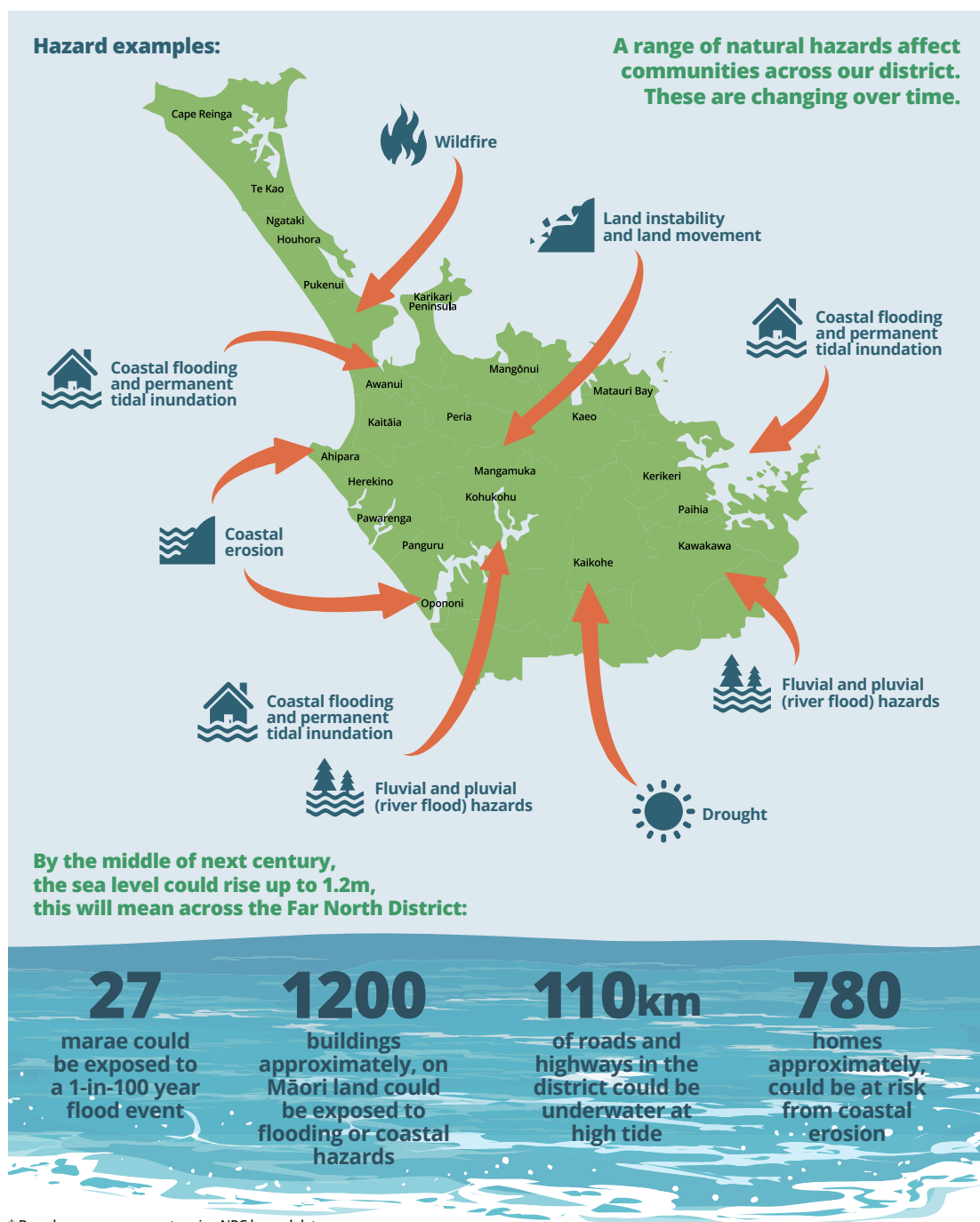
We are uncertain about how intense these changes will be and when exactly they will occur. This uncertainty mostly depends on the intensity and timeline for the changes in global greenhouse gas emissions.

There could be significant generational impacts if we are not prepared or able to adapt, or if we make poor decisions now that affect our ability to respond in the future.

However, even with uncertainty, we can still plan for the future.

We don't know exactly when, how, or how severely different hazards will impact us. This makes planning difficult. However, doing nothing is not an option—the risks and costs are too high.

What could the impacts be for Far North Communities?



What is the adaptation opportunity?

Adaptation planning involves anticipating future impacts and making plans that are responsive to change. This means we are able to change our approach if and when needed.

An adaptation plan is like having a map for a road trip with different route options that you can choose between depending on how the weather plays out.

Communities can continue to grow resilience and thrive if we are able to change at the right time and in the right way – i.e, not too early or too late, meeting community objectives and being sustainable in the long run.

We know these are going to be big conversations to have and will likely involve robust discussions

about what are the most appropriate options, what's feasible and what communities can afford.

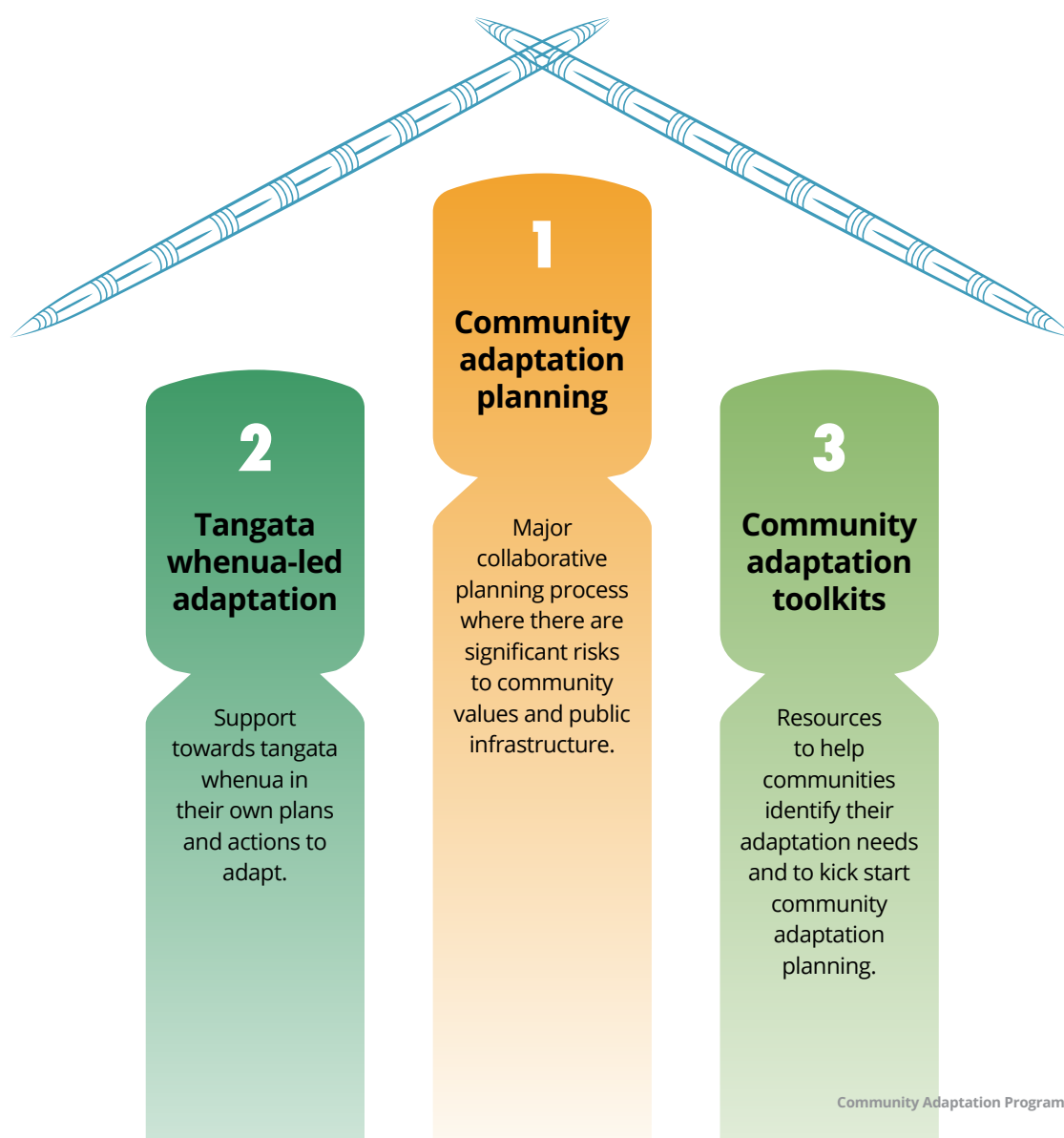
Local communities and tangata whenua are at the heart of responding to climate change. They face the risks, bear the costs, and resource local solutions. Communities and tangata whenua need to be intimately involved in any decisions about adaptation. At the same time, Council has a role to play in supporting adaptation planning and delivering core services.



What is the Community Adaptation Programme?

OUR THREE POU

These pou hold up Far North District Council's adaptation work. They are the core pillars to achieve our adaptation outcomes.



Pou 1.

Community adaptation planning

1

Community adaptation planning

Major collaborative planning process where there are significant risks to community values and public infrastructure.

What is community adaptation planning?

Council will facilitate local community adaptation plans for increasing natural hazards. The plans will come from recommendations from the community, tangata whenua partners and stakeholders. Council will ultimately decide on these plans.

What are the objectives of this pou?

Facilitate the development of Community Adaptation Plans across the Far North that:



Deliver on community supported objectives around local wellbeing and resilience.



Enable provision of resilient infrastructure services.



Support planning that avoids intolerable impacts and maladaptive futures.



Coordinate adaptation responses of Council and other regional and national agencies.

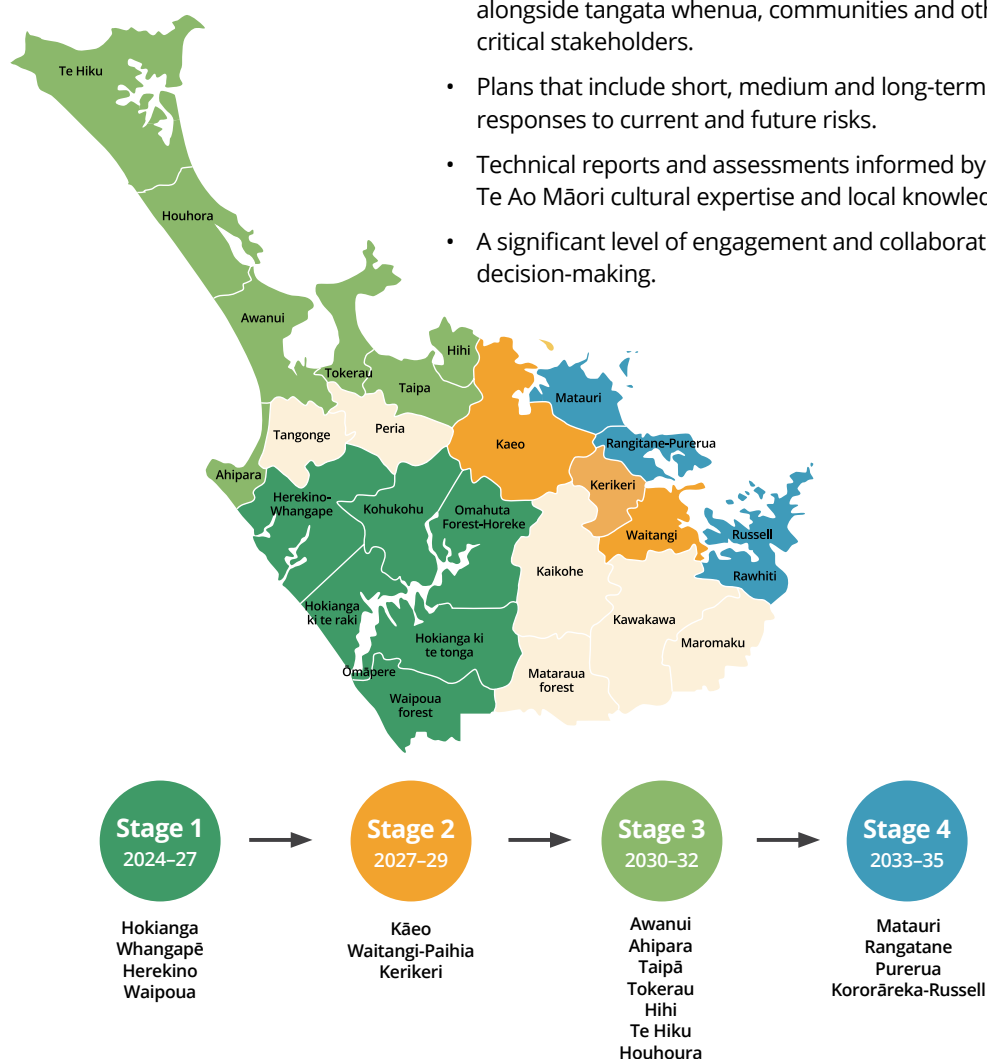


Elevate tangata whenua partnerships.

What can communities expect?

What will this deliver?

- A series of staged adaptation plans developed alongside tangata whenua, communities and other critical stakeholders.
- Plans that include short, medium and long-term responses to current and future risks.
- Technical reports and assessments informed by Te Ao Māori cultural expertise and local knowledge.
- A significant level of engagement and collaborative decision-making.



What's the reason for these areas and timeframes?

Council will focus on places with the greatest need first. Stage areas were chosen considering the highest risk and vulnerability to coastal hazards and river flooding.

Our programme is based on what Council can support with the current number of staff and funding. Additional resources are available for tangata whenua and for communities who want to start adaptation planning outside these areas or timeframes (see Pou 2 and 3).

1

What's included?

Community adaptation plans will consider a range of climate-affected hazards, elements and adaptation responses. Council, communities and tangata whenua will agree on scope at the beginning of each adaptation planning process. The scope will depend on the needs of each place and on available resources, data and knowledge.

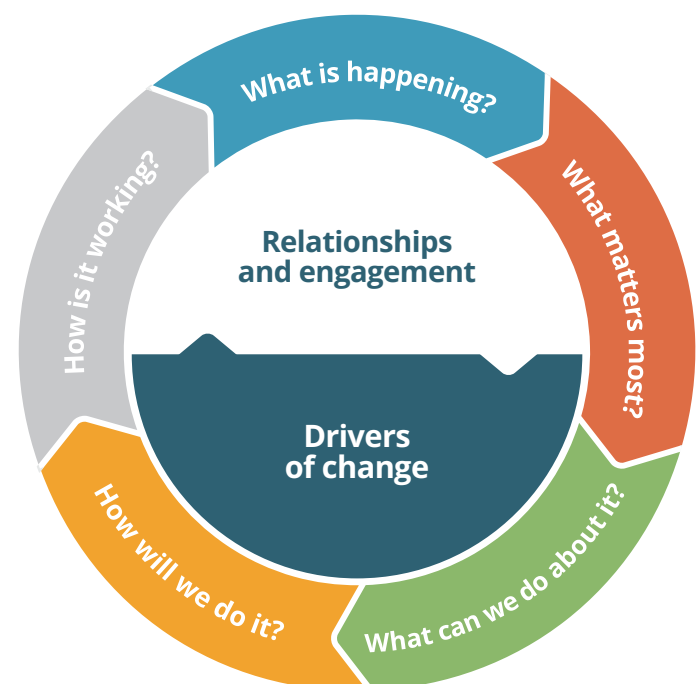
Council will initially focus within each stage area where there are public assets and infrastructure at risk to coastal hazards.

What's not included?

Each Community Adaptation Plan will need to clarify the main focus of effort for the adaptation plan, based on local needs. In many cases, adaptation responses will intersect with other mahi such as water quality or civil defence – while these may not be the primary focus of the adaptation plans, they could be important considerations during decision-making.

How will it work?

We will follow a structured process that aligns where possible with the nationally accepted adaptation cycle*, based around the first four of five key questions:



* Adapted from Ministry for the Environment *Coastal hazards and climate change guidance* (2024).

What might the process look like within a stage area?



Pou 2.

Tangata whenua-led adaptation

2

Tangata whenua-led adaptation

Support
towards tangata
whenua in
their own plans
and actions to
adapt.

What is tangata whenua-led adaptation?

Council will support tangata whenua and Māori communities to lead their own adaptation efforts for their rohe.

What are the objectives of this pou?



Support tangata whenua adaptation and resilience goals.



Support kōrero on adaptation and resilience.



Meet Council's goals under Te Pae o Uta Te Ao Māori Framework.



Meet Council's obligations and responsibilities under Te Tiriti o Waitangi.



Support mana motuhake and recognise He Whakaputanga o te Rangatiratanga o Nu Tireni.

Who is this for?

Tangata whenua, hapū, marae, whānau, haukāinga and hāpori Māori across Te Hiku o te Ika – The Far North.

What can communities expect?

What will this deliver?

- Kaupapa Māori adaptation resources and tools.
- Te Ao Māori decision-making resources.
- Staff time and technical advice to use resources and tools.
- Strong working relationships with hapū, whānau, haukāinga and hapori Māori.

What's included?

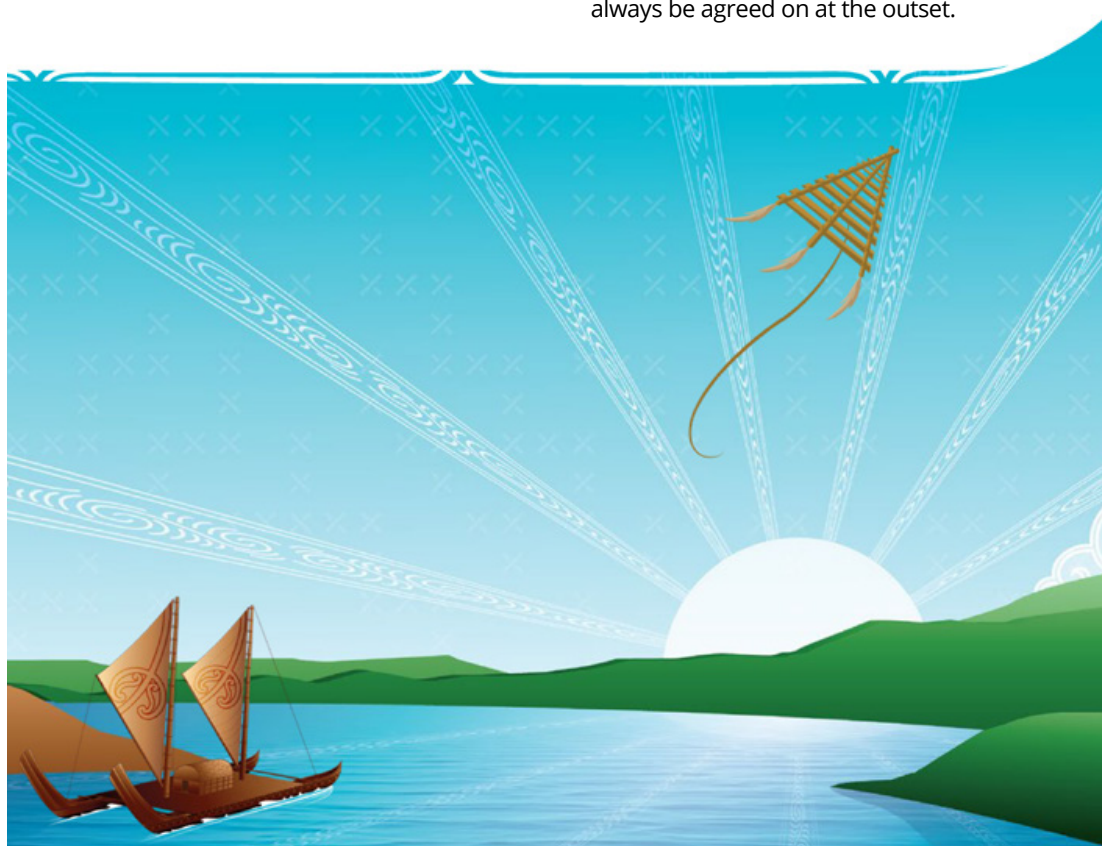
Tangata whenua-led planning activities relating to adaptation, resilience and climate change.

What's not included?

- Adaptation work that is not led by tangata whenua.
- Adaptation work under Pou 1, community adaptation planning, where tangata whenua are asked to participate.
- Tangata whenua-led kaupapa that is not climate change related.

How will it work?

Council staff will support with resources, tools and templates for tangata whenua that want to undertake adaptation-focussed mahi. Council staff and tangata whenua will agree on Council's involvement on a case-by-case basis. Data sovereignty and intellectual property rights will always be agreed on at the outset.



Pou 3. Community adaptation toolkits

3

Community adaptation toolkits

Resources to help communities identify their adaptation needs and to kick start community adaptation planning.

What are the Community Adaptation Toolkits?

Council will provide the community with resources and tools to introduce adaptation. These tools will support communities to identify their adaptation needs and get a head start on their community adaptation planning.

What are the objectives of this pou?



Support communities to understand their adaptation issues and needs.



Support communities to start their adaptation planning process by identifying what is happening and what matters most.



To support communities to understand and navigate Council processes.

Who is this for?

Any self-identified community groups in Te Hiku o te Ika – The Far North who are concerned about climate impacts in their local area. The groups must fall outside of Pou 1. community adaptation planning **or** be in a stage area starting later on.

What can communities expect?

What will this deliver?

- Digital and physical community toolkits (intro toolkit + head start toolkit).
- Staff support to help communities to use the toolkits as appropriate.
- Actions to build working relationships between community groups and Council staff.

What's included?

The toolkits are resources for community groups who want to address concerns about climate impacts and kick start their own local adaptation planning.

What's not included?

Toolkits are not meant for adaptation planning for individual property owners and are not a part of any Resource Management Act-related hazards planning or consent process. Any community decisions made through the tools will need to line up with later decisions in Pou 1, community adaptation planning.

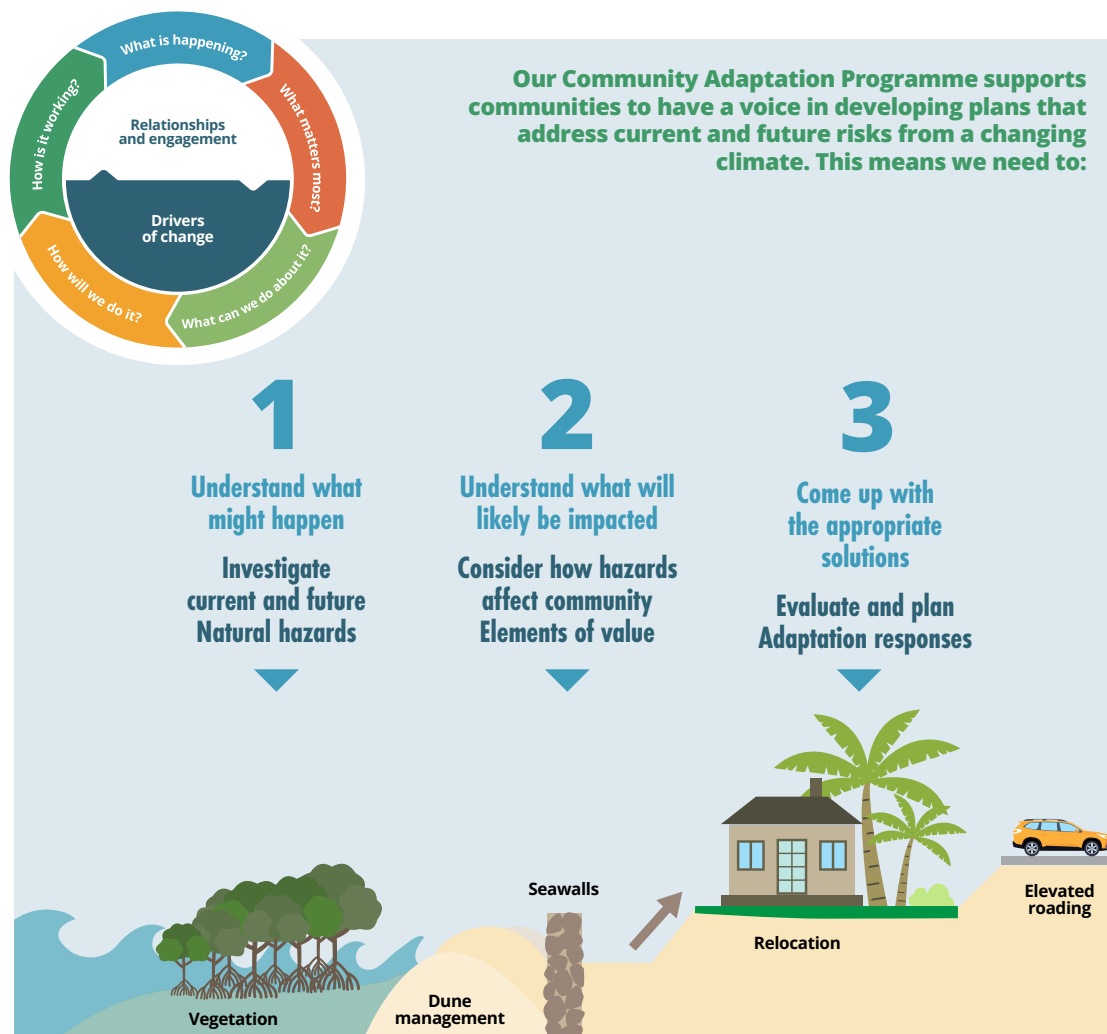
How will it work?

Council staff will connect with community groups to provide the resources. Staff will work with community members to figure out their starting point and decide which resources will be most useful. Some of the resources will be available for anyone to use.





How does adaptation planning work and what's included?



In adaptation planning we consider how different combinations of natural hazards have impacts on elements of value. Then we come up with a range of adaptation responses.

The **natural hazards, elements of value** and **adaptation responses** that we consider will differ for each community. It will depend on needs of local people and places and on the available resources, information and knowledge.

This is the adaptation planning approach we will use in Pou 1. Community adaptation planning and Pou 3. Community adaptation toolkits.

For Pou 2. Tangata whenua-led adaptation, we will support tangata whenua in their own approaches.

What do we mean by 'Natural hazards'

Natural hazards

Natural hazards are the forces of nature that can impact the environment and community wellbeing.

The Far North's changing climate will make most natural hazards more intense and more frequent. This is because of rising sea levels, higher temperatures, higher intensity rainfall events, and stronger storms. This is also because seasonal rainfall patterns are changing.

What's included?

The Community Adaptation Programme will consider all relevant natural hazards that impact communities, depending on available information and resources.

Pou 1. Community adaptation planning will, at a minimum, address coastal hazards.

Natural hazards in Te Hiku o te Ika – The Far North



Flooding (rivers, ponding and flash flooding)



Coastal erosion



Groundwater



Coastal flooding (storm surge)



Extreme wind (increased storminess)



Drought



Chronic coastal inundation (permanent sea level rise)



Landslides and slips



Wildfire

What do we mean by 'Elements of value'

Elements of value

Elements of value are things that support environmental and community health and wellbeing, our overall quality of life. Natural hazards impact elements of value.

The Community Adaptation Programme will consider public, private and cultural elements across the natural environment, cultural and spiritual domain, community and social domain, local economy, and built environment and infrastructure.

What's included?

Pou 1. Community Adaptation Planning will, at a minimum, address existing Council-administered public assets exposed to coastal hazards. It may also consider private and cultural elements.

Pou 2. Tangata whenua-led adaptation will be open to all Māori cultural elements. In limited situations it may include public assets. This will be agreed on by Council and by tangata whenua on a case-by-case basis.

Pou 3. Community adaptation toolkits is open to public and private elements but only progresses to identifying impacts and importance for elements. Any decisions on adaptation is not included.

Elements of value in Te Hiku o te Ika – The Far North

Māori Elements



Wai



Kai



Whenua



Kāinga



Moana



Rangi



Marae



Wāhi Rongonui

Private Elements



Private homes, businesses and properties

Public Elements



Water and wastewater



Stormwater, drainage and flood management



Transport in all forms



District and community facilities



Historic and heritage sites



Emergency and medical services



Landfill and waste management



Schools and education



Power and telecommunication



Reserves, parks and public spaces



Community readiness
Emergency response and recovery



Education, awareness tools and resources

What do we mean by 'Adaptation responses'

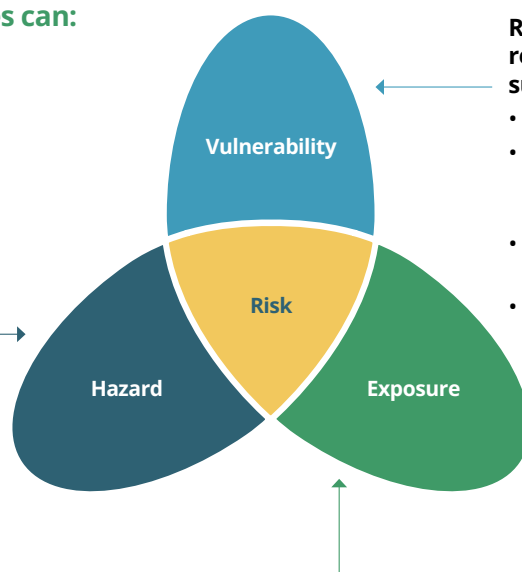
Adaptation responses

Adaptation responses are actions and activities that manage the risks from current and future natural hazards on elements of value. They can act on different drivers of risk including the physical hazards themselves (such as infrastructure that stops floodwaters), the exposure of elements to hazards (such as moving buildings out of flood plains), or by reducing vulnerability (such as by raising buildings above the flood level).

Adaptation responses can:

Manage physical hazards – such as:

- flood protection infrastructure
- nature-based solutions and dune management.



Reduce the impact by reducing vulnerability – such as:

- early warning systems
- community preparedness and emergency response plans
- flood-proofing buildings and homes
- biodiversity and native species protection.

Reduce the exposure to elements of value –

- limiting new development where there is risk
- relocating people and assets out of harms way

In national guidance, adaptation responses are also categorised by approach towards the hazard.

Accommodate – Continue to use land in an area by lowering our sensitivity or exposure.

Protect – Try to keep the hazard away.

Relocate – Move away from the hazard, relocating existing and planned development to reduce our exposure.

Avoid – Don't move into the way of the hazard in the first place.

What's included?

The Community Adaptation Programme will consider a wide range of adaptation responses to manage hazards, reduce exposure and manage vulnerability.

Pou 1. Community adaptation planning will look at accommodate, protect, relocate and avoid options. Adaptation response options may be short-term, medium-term and long-term. All adaptation responses will be designed to uphold community values and avoid intolerable risks.

Does the Community Adaptation Programme include the delivery of on-ground actions?

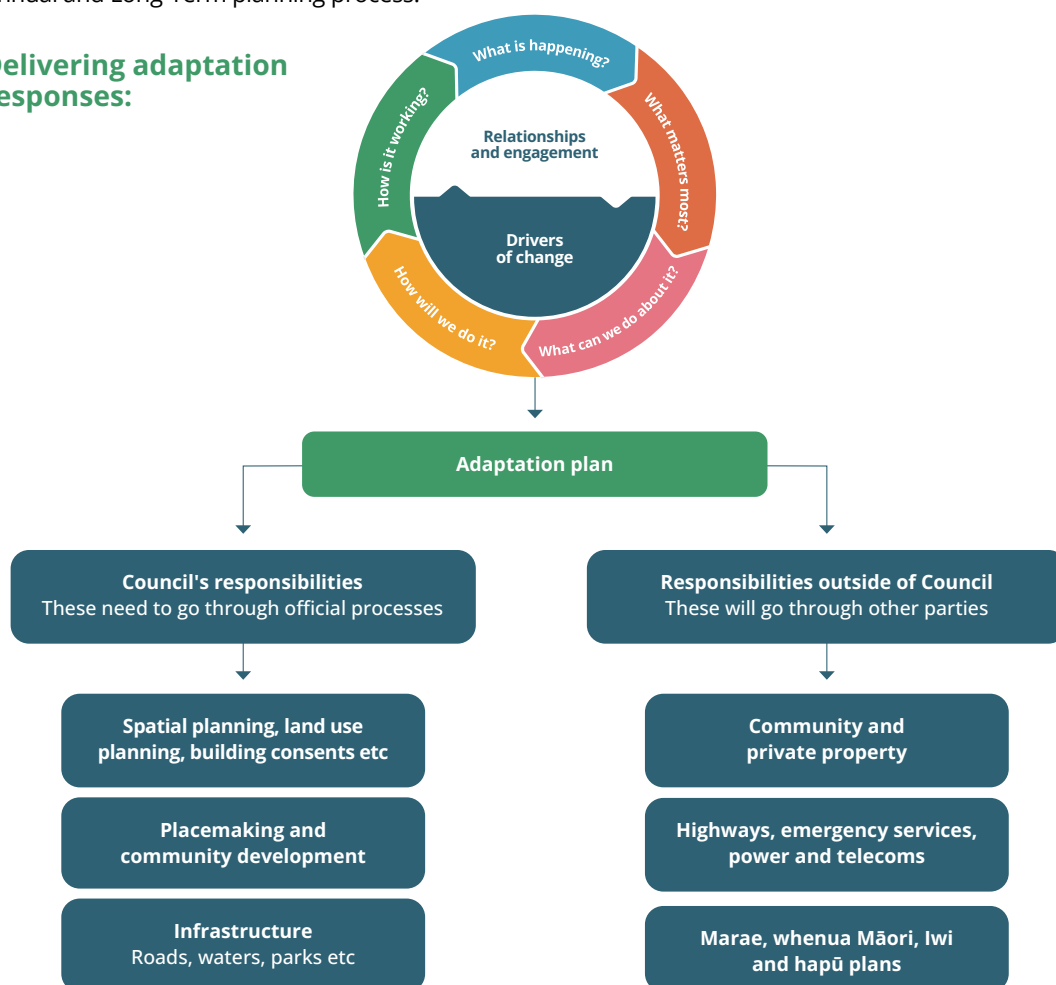
The delivery of any adaptation responses and actions in adaptation plans will be the responsibility of a range of entities, depending on the elements of value included.

It is expected that Council will be responsible for the delivery of many of the adaptation responses and actions in the adaptation plans. How these are funded depends on the specific activity, and will be subject to consultation through the Annual and Long-Term planning process.

Iwi and hapū, regional and central government authorities and agencies, infrastructure providers and community groups, are likely to be involved in delivering adaptation plans.

Council will seek to work collaboratively with other parties to enable the coordinated delivery of all adaptation responses. In some cases, funding from other government agencies or involved parties may be available.

Delivering adaptation responses:





What is Council's role and responsibility in adaptation?

Council's role is to facilitate community adaptation planning and to deliver adaptation responses that come under our legislative responsibility. Council also has a role of coordinating actions across key parties, such as Northland Regional Council, hapū, iwi, infrastructure providers, and government agencies. Individuals, community members and private landowners also have adaptation responsibilities.

Council's adaptation responsibilities include:

- Provide natural hazards information.
- Prepare for and respond to emergencies.
- Manage the risks of natural hazards.
- Provide infrastructure services to the relevant standards.
- Guide appropriate resource and land-use planning.
- Give effect to Te Tiriti o Waitangi.

Individual and community responsibilities include:

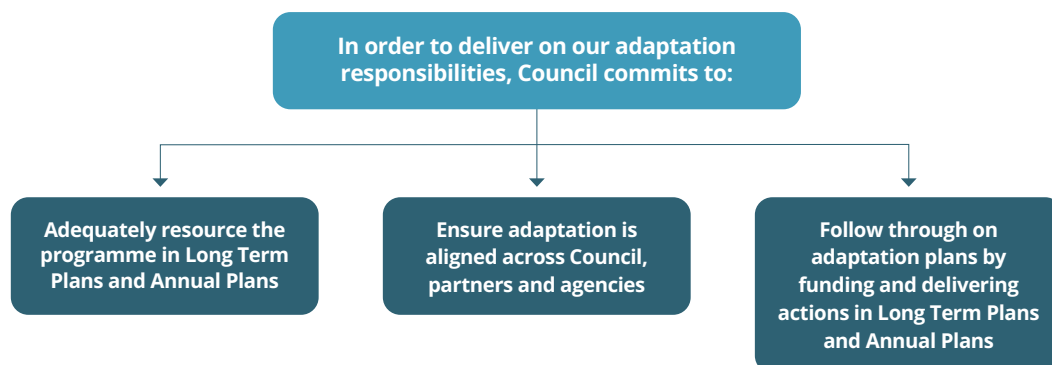
- Meet the consenting standards for building and development.
- Bear the costs of investing in their own assets or relocating if required.
- Invest in their own protection – this is optional and not an obligation.
- Prepare for emergencies at the individual and family level.

What's included?

Some of these roles and responsibilities may change as central government legislation changes.

The **Community Adaptation Programme** will always support Council to give effect to Te Tiriti o Waitangi and to comply with legislative requirements.

We may go above and beyond legislative requirements in order to best promote the wellbeing of current and future communities.



How we will make sure each adaptation planning process is a success

**Council is committed to delivering a high-quality adaptation planning process.
This means we will aim to:**



How we will get it right

Working alongside tangata whenua and communities

- We will be community centred. Each Pou 1. Community adaptation planning project will always have some form of a community panel or community advisory group that provides formal recommendations to Council.
- We will always seek tangata whenua collaboration and participation. This will be guided by tikanga and rooted in relationships, including Council's tangata whenua governance model and existing relationship agreements.
- We will work with iwi, hapū, marae and whānau across takiwā, rohe and haukāinga areas of interest. This will always be agreed upon by tangata whenua and can vary from operational input to Māori technical expertise and formal representation.
- We will use focused engagement with groups, organisations, neighbourhoods, schools, etc. that make up different communities, as well as community-wide consultation and opportunities for input.
- We will always be open to tangata whenua – led adaptation and resilience planning. We will take a supportive role that will be agreed upon in each project.

Using the best available technical information

To ensure our adaptation plans are robust, our work will be grounded in the latest scientific and technical information.

Where Council doesn't have the in-house expertise, we will seek support from other councils, research institutes, consultants and stakeholders to access the highest quality technical information and advice. This includes compensated Te Ao Māori expertise and mātauranga-ā-hapū / ā-marae representation.

This might include datasets (e.g. sea level rise projections), models (e.g. hydraulic flood models), methods (e.g. risk assessment) and advice (e.g. technical and engineering support for adaptation options).

Council works in close partnership with Northland Regional Council to identify gaps and opportunities for improving information on climate hazards and risk.

Pou 1. Community adaptation planning will always include a formal technical advisory structure, supported by a terms of reference, to ensure that all adaptation plans are fit for purpose and meet delivery requirements across the involved parties.



Our commitment for how we will access the best technical information:

- Seek the highest quality data and use peer reviewed approaches.
- Partner with other technical and research organisations to deliver technical information.
- Support the analysis of local hazards and risk where needed.
- Adequately compensate Te Ao Māori expertise.

Placeholder for
acknowledgements and
small wrap-up

Appendix



**Te Kaunihera
o Te Hiku o te Ika**
Far North District Council



TITLE: **Programme Update**

From: Rakesh Pinao, Regional Climate Adaptation Programme Lead

Authorised by Louisa Gritt, Group Manager - Community Resilience, on 10 July 2025
Group Manager/s:

Whakarāpopototanga / Executive summary

Progress against the [Te Taitokerau Climate Adaptation Strategy](#) and its [Priority Actions](#) are delayed from the adopted timelines of 2022. Performance metrics agreed in March of 2024 indicate the programme is underperforming against most workstream areas. While significantly delayed, progress continues across the four key areas (shown in attachment 1) and has sped up in the last year despite challenges.

There are three main factors in the delays to the programme:

1. Over-estimation of the ease with which some actions could be delivered, or an over expectation of the pace of change accepted within Council operations or teams. Representing ~23% of the programme (See figure 1 where Status' are mostly "Not Funded" or "Next LTP").
2. The large swing of central government changes between the previous and current governments. The reforms that were in place and have now changed course. Representing a further ~19% of the programme associated with policy and planning development (See figure 1, where statuses are "Delayed").
3. The commitment overall to resourcing the programme and time taken to acquire and deploy resources to commence adaptation planning work. Representing a further ~17% (See figure 1, where statuses of "Partial" have suffered from resourcing issues and so fewer are complete as a result).

50% (23 of the 46 Priority Actions) have delivered results, with more to do (Ongoing and Next LTP). An "Updated Due Date" against each Priority Action shows several Priority Actions remain unfunded with no certainty of funding even at the next round of Long-Term Planning.

These same factors that have delayed the programme are directly reflected in the performance of the programme overall. Attachment 2 provides Programme Performance Scorecard developed last year and is updated to June 2025. There have been a substantial focus and improvement in engagement, especially with tangata whenua in the last year, but under performance elsewhere. Governance being a critical area that could accelerate council adoption, hazards awareness and risks assessment.

It should be noted that there remain considerable programme delivery risks that require ongoing attention and support from programme and council governance. These are shown in Attachment 3, the governance formation of the coming triennium and the completion of central government RMA reforms will have the most significant bearing on the success or further delays of the programme.

Improvements are expected in all key areas in the coming financial year with further prioritisation of resourcing, improvement of engagement and messaging and with improved programme governance. Highlights for the year ahead include:

- JCCAC member induction and training opportunities
- JCCAC member demonstration of Risk Portal (Resilience Explorer)

- Release of further adaptation resources on ttcan.nz and ongoing communications and engagement activity
- Commencement of a range of tangata whenua-led adaptation projects

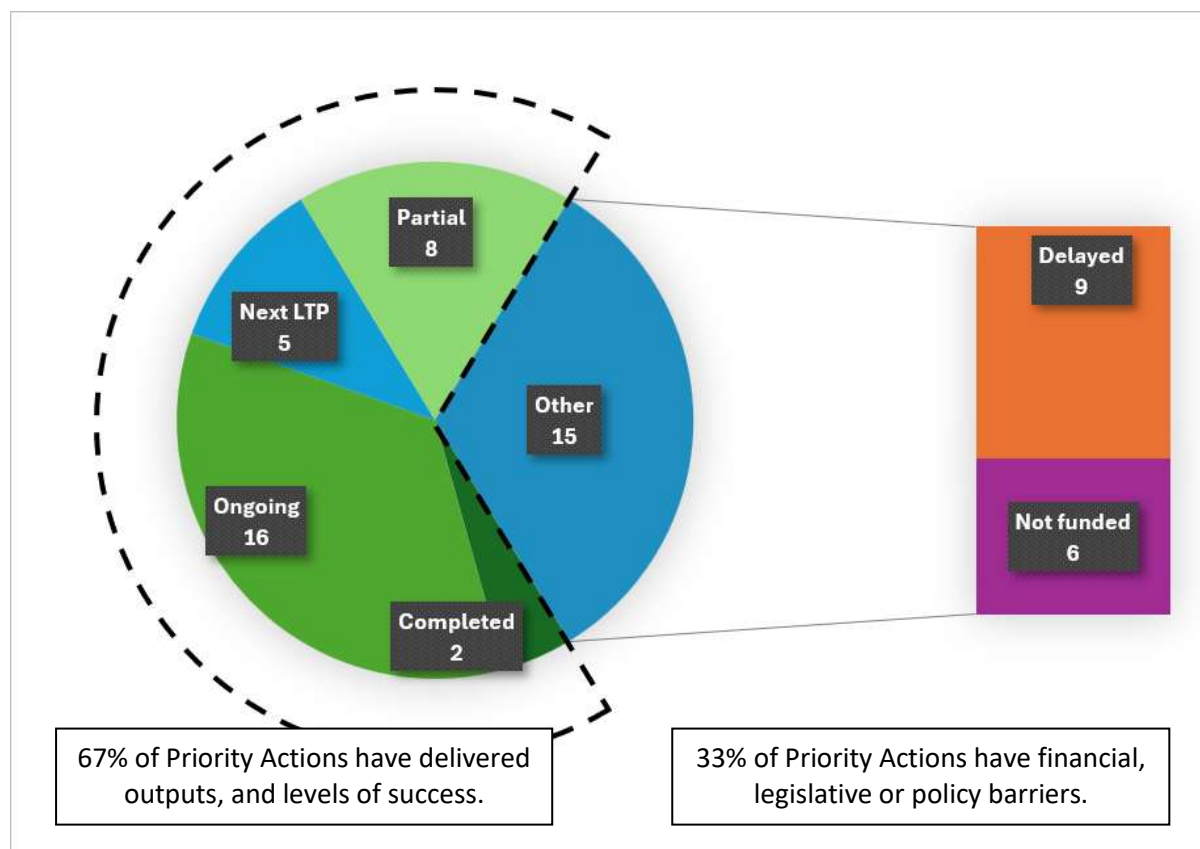


Figure 1: Priority Actions by Status showing significant progress across the total programme, with well over half the programme (shown in the dashed border) as being started, and either requires updating or improvement for the next LTP or is partially (often significantly) completed.

This update should be understood in the wider context of the [National Climate Change Risk Assessment](#), where these risks were highlighted in August of 2020 as the top four Governance related risks to undertaking this work.

Risk G1 – “Risk that climate change impacts will exacerbate existing inequities and create new and additional inequities due to differential distribution of impacts and capacity to respond.” This includes limited capacity and capability in local government to plan and implement adaptation, especially in smaller or under-resourced councils.

Risk G2 – “Risk that climate change impacts will exacerbate existing financial and economic challenges and create new challenges.” This includes insufficient funding for adaptation, especially from central government, which limits proactive planning and infrastructure investment.

Risk G3 – “Risk of maladaptation due to poor knowledge, awareness or understanding of climate change impacts and adaptation.” This risk highlights resistance or lack of understanding among decision-makers and communities, which can lead to ineffective or delayed adaptation.

Risk G4 – “Risk that climate change impacts will exacerbate existing governance challenges and create new governance challenges.” This includes central government

policy uncertainty, lack of coordination, and frequent changes in national direction that undermine long-term planning. It also includes local-level political and institutional barriers, such as short-termism or competing priorities, which can hinder adaptation.

Finally, there are considerable long-term benefits from adaptation planning and investment in resilience, we ask members to continue to communicate these benefits and advocate for their council and communities support or seek support from your Programme Sponsor for guidance.

Ngā mahi tūtohutia / Recommendation

That the report 'Programme Update' by Rakesh Pinao, Regional Climate Adaptation Programme Lead and dated 24 June 2025, be received.

Attachments/Ngā tapirihanga

Attachment 1: Te Taitokerau Climate Adaptation Strategy - Priority Actions Update to June 2025 [↓](#) 

Attachment 2: Te Taitokerau Climate Adaptation Programme - Performance Scorecard July 2025 [↓](#) 

Attachment 3: Te Taitokerau Climate Adaptation Programme - Delivery Risk Report to June 2025 [↓](#)



Priority Actions Report Update to June 2025

Created on 7/6/2025
Created by Rakesh Pinao

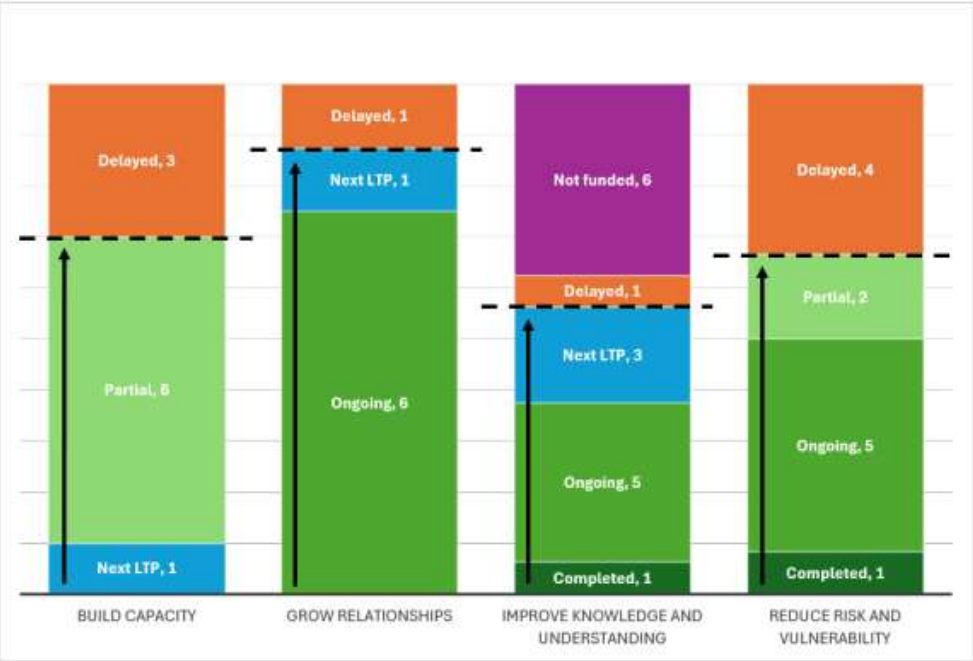
Purpose: This report provides a strategic delivery update on the [Te Taitokerau Climate Change Adaptation Strategy](#) adopted in June 2022.

How to read this report: This report provides an update against the 46 [Priority Actions](#); the Activity Description describes each of the actions including who was responsible for undertaking the action, Previous Due Date shows the expected Delivery date from the Strategy, Status Update explains what has been done and what is planned. In some cases, an Updated Due Date is given where timelines have been amended. Programme Activity linked to each of the actions is also shown, where some consist of a range of activities. You can use the Activity ID to request more detailed update on sub activities.

Executive Summary:

Priority Actions are a mix of larger work streams (such as risk, science or adaptation planning), and smaller initiatives, such as Joint Climate Change Policy Framework. Many are ongoing work, and it is hard to show here the effectiveness of having worked on them. Therefore, the Performance Scorecard (provided alongside this report) was developed as part of the Monitoring, Evaluation and Reporting section of the implementation programme. This is intended to show the quality and effectiveness of the programme and delivery of the strategy.

- There have been significant delays in achieving the Priority Actions and achieving high performance on the programme overall. These were influenced by three main factors:
- 1. Over-estimation of the ease with which some actions could be delivered, or an over expectation of the pace of change accepted within Council operations or teams.
 - 2. The large swing of central government changes between the earlier and current governments. The reforms that were in place and have now changed course.
 - 3. The commitment overall to resourcing the programme and time taken to deploy resources to commence adaptation planning work.



While significantly delayed, the programme’s progress continues across the four key areas (shown in Figure 1) and has sped up in the last year despite challenges. Especially around growing relationships, including building tangata whenua engagement and liaison resources alongside the programme.

Grow Relationships					
Activity Description	Previous Due Date	Status Update	Updated Due Date	Programme Activity (ID Name)	
T01 - Tangata whenua involvement All Councils collaboration <i>Ensure inclusive processes for tangata whenua representation at all stages of adaptation decision-making, including providing appropriate resourcing, supporting training and developing targeted programmes.</i>	Ongoing	Ongoing Enhanced participation from tangata whenua representatives in climate work from Māori relationship staff across three councils. The tangata whenua programme co-lead is also tailoring engagement methods for the year ahead and feeding into risk analysis work.		CJP-006 CJP-033 CJP-034 CJP-035 CJP-036 CJP-037 CJP-012	Climate Change Team and Budgets LTP 2025-2035 Ensure appropriate Tangata Whenua representation in climate programme Information sharing and capacity development for Tangata Whenua Develop Tangata Whenua Communications and engagement plan Tangata Whenua Engagement Programme Delivery Appoint the Regional Climate Programme Co-Lead Kaupapa Māori Climate Change Team and Budgets LTP 2027-2037
T02 - Embed Māori values in council processes Led by Whangarei District Council <i>Co-design with iwi and hapū representatives of a decision-making framework based on Te Ao Māori concepts and values. The framework will include implementation tools and will recognise that there are regional and local differences within Te Tai Tokerau that inform how local authorities operate.</i>	Mar 2022	Ongoing Te Ao Māori decision-making framework was completed to a final stage. It is being utilised by tangata whenua-led adaptation projects in its current form.	Ongoing	CJP-036 CJP-037	Develop Tangata Whenua Communications and engagement plan Tangata Whenua Engagement Programme Delivery
T03 - Clarify funding responsibilities Joint Climate Change Adaptation Committee <i>Develop shared understanding on clear responsibilities for the funding and management of adaptation responses, especially between regional and district councils (e.g. for coastal structures).</i>	End 2022	Next LTP Previous LTP bids have secured individual council funding. It is recommended that after the Climate Adaptation Framework is completed by Government the JCCAC forms a set of regional recommendations for funding to support LTP planning	Oct 2026	CJP-005	Clarify region wide funding responsibilities

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T04 - Advocacy Joint Climate Change Adaptation Committee <i>Targeted advocacy with central government, regarding the development of new funding mechanisms and legislation.</i>	Ongoing	Ongoing Northland has excelled in accessing funding via central government and in gaining access to officials. Climate Change commission visited Northland as a unique case study area. NRC Rivers team secured flood resilience funding for marae. FNDC secure FOSAL resources to support. WDC has directed Better-Off funding for climate adaptation.		CJP-038 CJP-040	Develop a plan and timeline for advocacy involvement based on expected Legislative advocacy with central government
T05 - Central government engagement Individual Councils <i>Prioritise engagement and advocacy with MfE on development of new legislation including RMA reform, the National Adaptation Plan and the Climate Change Adaptation Act.</i>	Ongoing	Ongoing Legislative and RMA reforms have greatly undermined effective engagement with central government. The speed and coherency of the reform programme leaves considerable uncertainty.		CJP-040	Legislative advocacy with central government
T06 - National partnerships Individual Councils <i>Contribute to collaborative projects and partnerships, and leverage existing knowledge from other regions and internationally.</i>	Ongoing	Ongoing Participating in Te Uri Kahika (regional sector) and Aotearoa Climate Adaptation Network (ACAN) and Aotearoa Council Climate Network (ACCN) to access knowledge and expertise from other councils and specialists. Taitūara has begun increasing support for climate adaptation based on a range of council feedback.		CJP-041 CJP-043	National Partnerships for Regional Benefit Community resilience coordination
T07 - Community awareness All Councils collaboration <i>Develop a communications and engagement plan to address the needs of the Te Tai Tokerau Adaptation Strategy, including media releases, publication of key documents, and internet and social media presence.</i>	End 2021	Ongoing Communication and Engagement Plan was agreed in 2024. The engagement season for FY24/25 included A&P Shows, Waitangi Day & Northland Field Days. Our own Coastal Conversations events in Whangarei were run with great success. TTCan.nz website is now available showcasing a range of climate action initiatives and the role of adaptation planning.	Ongoing	CRK-026 CJP-026 CJP-027 CJP-028 CJP-029 CJP-030 CJP-031	Natural Hazard Portal - updates Develop Communications and engagement plan Initial - Engagement Plan FY23/24 Phase 1 - Engagement Plan FY24/25 Phase 2 - Engagement Plan FY25/26 Phase 3 - Engagement Plan FY26/27 Engagement Plan FY22/23
T08 - Public access to adaptation documentation All Councils collaboration <i>Establish a facility to enable community access to adaptation information, such as reports, research, interactive maps, strategy documents, programme details, community meeting minutes, etc.</i>	End 2022	Delayed TTcan.nz will increasingly share information about adaptation planning projects. Next phase of public communications & engagement will build on this area to include information about adaptation planning including a public dashboard of progress.	Dec 2025	CJP-030	Phase 2 - Engagement Plan FY25/26

Improve knowledge and understanding					
Activity Description	Previous Due Date	Status Update	Updated Due Date	Programme Activity (ID Name)	
T10 - Iwi/hapū-focused adaptation All Councils collaboration <i>Work with tangata whenua to develop a programme to facilitate hapū or iwi -led holistic climate change adaptation plans to integrate multiple climate risks as well as other community objectives. Draw on approaches to adaptation engagement with</i>	Ongoing	Ongoing Iwi/Hapū-led adaptation initiatives are underway with Te Waiariki Adaptation Planning Project now complete, and awaiting final sign-off. Several new project are due to commence in August 2025 and run for 12-24 months.		CAP-014 CAP-016 CAP-017	✂ Supporting iwi/hapū focused adaptation ✂ Tangata Whenua Adaptation Planning (WDC Better off Funded) ✂ Tangata Whenua-Led Adaptation (FNDC Pou 2)

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<i>Māori that have been successful in the past. This may include provisions to support iwi/hapū with risk assessments and technical analysis as well as enabling data sovereignty.</i>					
T11 - Consistent infrastructure risk assessment criteria All Councils collaboration <i>Develop consistent standards and processes for undertaking risk assessments for council assets and infrastructure (e.g. agreed criteria, hazard scenarios and damage functions).</i>	Dec 2022	Delayed Not started. Regional risk portal (Resilience explorer) will enable all adaptation planning to utilise a consistent data set and risk assessment methodology, including allowing for tailoring per project. Roll out of the system to climate adaptation staff is underway. FNDC have already adopted the tool for internal staff use and is in use for Adaptation Planning.	Jun 2026	CRK-036 CRK-024 CRK-048	Resilience Explorer Regional Risk Assessment of Adaptation Focus Areas Infrastructure Risk Assessment training
T12 - Infrastructure risk assessments Individual Councils <i>Undertake infrastructure climate risk assessments for each council and include documented climate risks in infrastructure and financial strategies.</i>	TBA	Next LTP Risk assessments for council infrastructure were partly undertaken for the previous LTP. Resilience Explorer will provide a regional tool for infrastructure planners and asset managers to assess risk. The challenge is to streamline and train staff in time for LTP 2027.	Oct 2026	CRK-037 CRK-039 CRK-040 CRK-024	Resilience Explorer FNDC Infrastructure Risk assessment WDC Infrastructure Risk assessment KDC Infrastructure Risk assessment
T13 - Roding risk assessments All Councils collaboration <i>Develop a regional roading network resilience plan, assessing critical roads at risk from landslides and slips, with the potential for future assessment of flooding and coastal hazards under climate change scenarios.</i>	Jun 2022	Next LTP Since cyclone Gabrielle, Northern Transport Alliance (NTA) had been focused on recovery and restoration of existing. The NTA was disestablished in late 2024, NRC has picked up Regional Transport Infrastructure Resilience Study. The study is phased, and we recommend the gap analysis is presented to the JCCAC to understand how climate change impacts are included.	Nov 2026	CAP-022 CRK-041	Regional Roding Risk assessment Regional Transport Infrastructure Resilience Study
T14 - Lifelines risk assessments Northland Lifelines Group <i>Develop a lifelines utilities infrastructure risk assessment, working with Northland Lifelines Group members’ spatial data.</i>	Mar 2022 (?)	Completed Completed in June of 2022. Future updates likely using Risk Portal (Resilience Explorer) are not planned or prioritised at this stage. Lifelines assets are expected to be included in Community Adaptation Planning scope. https://www.civildefence.govt.nz/assets/Uploads/documents/resilience-fund/2021-22/Climate-change-preparedness-Lifelines-infrastructure-Final-Project-Report.pdf	Jun 2022	CRK-038	Lifelines - risk assessment
T15 - Infrastructure planning Individual Councils <i>Develop and implement processes/policy to ensure consideration of climate change impacts in infrastructure planning, activity management plans and infrastructure strategies, including a monitoring and evaluation plan. This should include consistent application of climate risk assessments and adaptive management approaches. (N.B. This should also include emissions reductions considerations – see priority actions 11 and 12.)</i>	Medium-term	Next LTP Climate change risk was included in the infrastructure strategies for all councils in the last long-term plan. Engagement of infrastructure staff with Risk Portal (Resilience Explorer) will help consistent adoption of climate risks into planning for LTP 2027 Infrastructure Strategies and planning activities.	Oct 2026	CJP-056 CJP-060 CJP-064 CJP-065	FNDC Embed climate change in infrastructure planning KDC Infrastructure planning strategy WDC Infrastructure consenting Infrastructure Project Adaptation Assessment Guide
T16 - Biosecurity risk assessment Northland Regional Council	Medium-term	Not funded	Dec 2027	CJP-091	Regional biodiversity risk assessment

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<i>Undertake preliminary high-level investigations into future biosecurity threats (both sleeper and offshore), aligned with national research programmes and information from agencies (e.g. MPI and MoH). The scope may include: human pathogens, primary industry pests and pathogens (agriculture, horticulture and aquaculture) and environmental pests (freshwater, terrestrial and marine). Develop prioritised monitoring and response programmes for relevant target species.</i>		Funding not confirmed. NRC Biosecurity team engaged in a national and regional project bidding for funding in FY25/26. Without such funding, LTP priorities will need to consider funding directly			
T17 - Ecosystem and biodiversity risk assessment Northland Regional Council <i>Undertake preliminary high-level investigations identifying major at-risk species and ecosystems, followed by targeted research into key ecosystems. Develop monitoring and response plans for key species, habitats and ecosystems, including wetland/peat, terrestrial, marine, freshwater, lakes, coastal dunes, and foreshore and estuarine ecosystems.</i>	Medium-term	Not funded No available funding at this time. An interim plan for development of a regional biodiversity strategy will provide a roadmap. Legislative and planning reforms may change this. At present the National Biodiveristy Strategy requests regional councils to play a role in reporting on priority biodiversity.	2030-2035	CJP-092 CJP-078	NRC Biodiversity Strategy Future Biosecurity threat assessment
T18 - River flood risk assessment Northland Regional Council <i>Undertake risk assessments for communities exposed to flooding using region-wide flood model projections, and use this information to prioritise future flood management programmes. Ensure all river flood models include consistent climate change factors, including rainfall intensity and sea level rise.</i>	Ongoing	Ongoing River flood modelling improvement programme continues and includes consistent climate change factors for sea-level rise and rainfall intensity. All models are periodically now loaded into the risk portal for consistent use in risk assessments and adaptation planning.		CRK-002 CRK-004 CRK-005 CRK-001 CRK-006 CRK-017 CRK-014 CRK-031	Waima and Punakitere Flood Model Kerikeri Flood Model River flood hazards risk reduction framework Whangarei Flood Model Whangarei Urban Flood Strategy (joint project with WDC) Ruawai (Raupo Drainage Scheme) Flood Model Wairoa flood tide model Early flood forecast trial
T19 - Coastal hazards Northland Regional Council <i>Continue to improve coastal hazards assessments, including methods for understanding impacts, considering the combination of river and coastal flooding, sea level rise and ex-tropical cyclones, and coastal erosion.</i>	Ongoing	Ongoing Coastal hazards have not been updated, but the current coastal erosion hazards have been reviewed against national coastal erosions research database. Priority open coastal areas for erosion risk assessment have been identified. NRC supported a National research bid to consider erosion of harbours and estuaries but was not successful.		CRK-025 CJP-138	Coastal Hazards Resource Consent for Sand Push-up (Regional)
T20 - Land hazard data Northland Regional Council <i>Collate existing information on geotechnical instability and slips in a common spatial database; and look for research partnerships (e.g. GNS, Waka Kotahi, NTA) to further develop information and data.</i>	Dec 2022	Not Funded No funding at present. There is no accepted risk methodology nationally at this time. Auckland Council have recently produced landslide suseptibility maks for thier region and NRC are investigating if this methodology could be used in Northland. NIWA (now part of rth Sciences New Zealand) are running a project mapping landslide suspectibiliy and investigating landslide forecasting.	~2028	CRK-043 CRK-044	Landslide risk assessment Geotechnical hazards risk assessment
T21 - Wildfire hazard data Northland Regional Council <i>Collate information on projected fire hazards and at-risk landscape information in a common spatial database; and look</i>	Dec 2022	Not funded No funding at present. There is no accepted risk methodology nationally at this time. Scion Research are a potential research agency, but they are undergoing	~2028	CRK-045	Wildfire hazard risks assessment

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<i>for research partnerships (e.g. FENZ, Scion) to further develop information and data.</i>		government science realignments in mid-2025. Univeristy of Canterbury are undertaking some research on wildfire risk categorisation			
T22 - Coastal aquifers Northland Regional Council <i>Further develop groundwater models to predict aquifer responses to sea level rise and over extraction from coastal aquifers.</i>	Medium-term	Not funded No funding at present. Requires prioritisation with the Natural Science team's work programme.	~2030	CJP-095	Coastal aquifers threat assessment
T23 - Community drought adaptation opportunities All Councils collaboration <i>Collate data on drought vulnerability, and develop community vulnerability assessments. (N.B. The responsibility for this item may be impacted by the Three Waters Reform process.) Investigate priority hapū and community needs and existing adaptation/water resilience programmes/actions; and clarify opportunities for the Councils to add value by facilitating adaptation planning.</i>	Dec 2023	Not funded No funding at present. Requires prioritisation with the Natural Science team's work programme.	~2027	CAP-024 CRK-042 CJP-099	Drought vulnerability assessment Community drought adaptation opportunities Groundwater Drought Modelling
T24 - Research participation Individual Councils <i>Support and participate in adaptation research programmes, and collate relevant information to enhance local understanding and adaptation response options.</i>	Ongoing	Ongoing Several research institute partners are interested in Northland studies. This includes native ecosystems studies into adaptive capacity and blue-carbon measurement. Staff continue to actively promote Northland and support funding bids.		CJP-042	Research participation for Regional Benefit
T09 - Māori adaptation impact assessment All Councils collaboration <i>Work with tangata whenua to undertake iwi- and hapū-focused risk assessments, including communicating risks from Te Ao Māori perspectives, identifying risks associated with climate hazards, impacts of adaptation responses and limits to Māori adaptive capacity. This may include direct impacts on cultural values such as waahi tapu; as well as compounding risks, such as interactions between councils and government legislation resulting in unintended consequences, or barriers for Māori adaptation responses.</i>	TBA	Ongoing This is not (yet at least) a regionalisable project. Impact assessments are integrated into the adaptation planning work of individual iwi/hapū groups. Opportunities for lessons back into programme and sharing between hapū directly are the priority. A regional flood risk assessment for marae was conducted to enable flood resilience marae project funding.	Ongoing	CJP-105	Māori adaptation impact assessment

Reduce risk and vulnerability					
Activity Description	Previous Due Date	Status Update	Updated Due Date	Programme Activity (ID Name)	
T25 - District plans Individual Councils <i>As required by legislation, ensure new river and coastal hazard maps are included in district plans, with adequate rules and policies to avoid increasing risk associated with new development and redevelopment. (N.B. RMA reforms may impact this item and review may be required.)</i>	End 2022	Completed All three district plans incorporate a risk-based approach to development in the Proposed District Plans. Development & subdivision is a restricted activity requiring resource consent with mitigation measures demonstrated in high-risk zones. The hazards includes are consistently flooding, coastal erosions including sea-level rise. The restrictions are given immediate legal effect under section 86B(3) of the RMA, and so are now	April 2025	CJP-080 CJP-089 CJP-083	FNDC Include climate change in Far North District Plan WDC Include climate change in Whangarei District Plan KDC Include climate change in Kaipara District Plan

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		in place. This may be changed by government RMA reforms.			
T26 - Spatial planning All Councils collaboration <i>Undertake region-wide spatial planning to highlight risks and opportunities for strategic land-use planning that enables adaptation responses and enhances wellbeing. (N.B. RMA reforms will impact this item and review may be required.)</i>	Ongoing	Delayed A Regional Spatial Plan is currently on hold until greater planning certainty around the RMA reform (It was a requirement under the now repealed Spatial Planning Act). However, spatial planning has continued in the regional at district and community scales. FNDC: Te Patukurea (Kerikeri-Waipapa Spatial Plan) that has been adopted by Council. District spatial planning is now commencing. WDC: Whangārei Future Development Strategy was jointly adopted by Whangārei District Council and Northland Regional Council in 2025, and includes a plan towards sustainable development.	TBC	CJP-077 CJP-084	NRC Regional Spatial Planning FNDC Spatial planning for Far North
T27 - Region-wide coastal management policy All Councils collaboration <i>Investigate and apply a coordinated and integrated approach to coastline management in regional policy. For example, include a requirement to develop adaptation plans where significant hard coastal protection works, major development or infrastructure is being considered, (N.B. RMA reforms will impact this item and review may be required.)</i>	Long-term	Delayed No opportunity or appetite for policy development since late 2023. Interim measures to enhance engagement around benefits of nature and to improve risk communication. to	TBC	CJP-073 CJP-138	Region-wide coastal management policy Resource Consent for Sand Push-up (Regional)
T28 - Embed community adaptation plans All Councils collaboration <i>Investigate and develop methodologies to embed adaptive pathways plans into planning regimes, including using environmental cues to trigger changes to planning rules (N.B. RMA reforms will impact this item and review may be required.)</i>	Ongoing	Delayed No formal opportunity. Awaiting Government Climate Adaptation Framework - due out late 2025.	TBC		
T29 - Coastal adaptation programme All Councils collaboration <i>Develop a region-wide coastal adaptation programme, identifying key locations, timeframes and engagement methodologies, using recommended considerations in the Coastal Community Profiles and Adaptation Engagement Framework reports.</i>	Mid 2022	Partial WDC approved programme Dec 2023, and FNDC programme due for approval August 2025. No programme is in place for KDC.	Aug 2022 (excluding KDC)	CAP-001 CAP-003 CAP-008	✂ Whangarei Community Adaptation Programme ✂ Far North Community Adaptation Programme Plan ✂ Kaipara Community Adaptation Programme
T30 - Coastal adaptation planning projects Individual Councils <i>Deliver projects in the coastal adaptation programme. Undertake community pre-engagement to confirm site selection and appropriate engagement methodology. Work alongside communities to understand, plan and implement adaptation responses by co-developing community adaptation plans in at-risk areas, following recommendations in the Coastal Community Profiles and Adaptation Engagement Framework reports.</i>	Ongoing	Delayed Two Community Adaptation Planning projects are getting underway this year and are currently establishing partnerships and early engagement. Both are at the beginning of the adaptation lifecycle - "Setting the context". FNDC: Stage 1 Hokianga, Herekino, Whangape project. WDC: Whangaruru/Oakura project. Note KDC: Ruawai Adaptation project was cancelled in 2024.	Staged delivery 2027-2040	CAP-002 CAP-004 CAP-009	Kaipara Pilot - Ruawai Adaptation Pathways Project Hokianga Herekino Whangape 2024-2026 (FNDC Pou 1 Stage One) Whangaruru/Oakura - Community Adaptation Plan (WDC)
T31 - Civil defence All Councils collaboration	Mid 2022	Ongoing	Ongoing	CJP-070	Civil defence strategic plan

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Ensure alignment of civil defence response plans, climate risk assessments and adaptation planning.		This work continues in line with Civil Defence Strategic Plan.			
T32 - Nature-based solutions Northland Regional Council Continue to support community dune restoration and enhancement projects such as the Coast Care programme in line with regional adaptation planning, and as alternative interim measures in place of hard protection structures.	Ongoing	Partial CoastCare dune restoration is being promoted (primarily in Whangārei district). Engagement with other communities is limited by resourcing. Greater resourcing for NRC and/or resourcing into infrastructure teams by District Council could expend this further.		CJP-029 CJP-138	Phase 1 - Engagement Plan FY24/25 Resource Consent for Sand Push-up (Regional)
T33 - River flood management Northland Regional Council Continue to deliver prioritised river flood management projects, and plan and secure funding for future flood management implementation across the region.	Ongoing	Ongoing NRC Rivers team continue to manage a priority flood risk management programme. Recently success in funding 35 marae programme. A new framework aims to integrate multiple teams into flood risk management process.		CRK-005	River flood hazards risk reduction framework
T34 - Coordinated flood risk management Individual Councils Work together to promote projects with multiple partners and co-benefits (e.g. the Blue-Green Network involving WDC and NRC).	Ongoing	Ongoing NRC-WDC coordination continues with recent examples include Taumarere catchment management, Punaruku awa management, and now Whangarei Urban Flood strategy (an WDC-NRC joint project). NRC-KDC cooperation around Dargaville is being explored.			
T35 - Water tank assistance All Councils collaboration Provide assistance to remote communities to install water collection, storage and treatment with a focus on community resilience, e.g. NRC’s water tank programme.	Ongoing	Ongoing Largely supported by NRC resilience grants. The demand for community groups exceeds available funding.		CJP-010	Climate Resilient Communities Funding
T36 - Water resilience funding coordination All Councils collaboration Improve coordination between agencies to build collaborative, aligned water resilience responses including: tangata whenua, CDEM, District Councils (Four Waters Advisory Group), and agencies (FENZ, MPI, TPK, DIA).	Ongoing	Ongoing Limited funding partners. Some coordination with Te Puna Kokiri for marae water resilience. Discussion with Foundation North ongoing. but not yet coordination.		CJP-010	Climate Resilient Communities Funding

Build capacity					
Activity Description	Previous Due Date	Status Update	Updated Due Date	Programme Activity (ID Name)	
T37 - Communication to elected members Individual Councils Ensure clear reporting of organisational and regional climate change risks and progress on adaptation/response actions to decision-makers, including mandatory disclosure of climate change implications to elected members in reports.	Ongoing	Partial Councils have strengthened strategic and policy-level commitments to climate change since 2022, with the exception of KDC since 2024. Otherwise, climate considerations are present in major reports and planning documents. However, consistent inclusion in all decision reports, especially at the operational level is still evolving for all councils.			
T38 - Joint climate change policy framework All Councils collaboration Develop consistency between climate change policies that embed consideration of climate change impacts and adaptation	2023	Delayed Initial policy work was undertaken in 2023 by FNDC, WDC and KDC. No work is currently planned until legislative and policy changes are enacted. The programme will	TBC	CJP-068	Economics of Climate Adaptation (Partnership research proposal)

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<i>responses in all council decision-making (which may also include council emissions reduction). This framework should define approaches and principles on data/information, definitions, reporting, standards and criteria.</i>		await the Climate Adaptation framework proposed by Central government and the impacts of NPS changes and RMA reform in the coming year to develop a policy plan.			
T39 - Policy review and improvement plan Individual Councils <i>1) Identify improvement opportunities by undertaking a maturity assessment for each council of all relevant policies, strategies, plans and processes (which may also include council emissions reduction), and 2) develop and deliver a climate change policy improvement plan that outlines a programme of policy updates to embed climate change objectives within a defined timeframe.</i>	TBC	Delayed There is no proactive work that can be planned or undertaken at this stage of legislative review regarding climate adaptation. The programme will await the Climate Adaptation framework proposed by Central government and the impacts of NPS changes and RMA reform in the coming year.	~2027	CJP-075 CJP-076	NRC Include climate change in the Regional Policy Statement NRC Climate Change Policy Review
T40 - Climate risk disclosure Individual Councils <i>Clear disclosure and reporting of climate risks, policy maturity, and progress on response actions in alignment with the recommendations of the Taskforce on Climate-related Financial Disclosure. This may include actions such as ensuring climate change is included in council risk frameworks, financial reports and infrastructure strategies; regularly reporting to auditors, and establishing KPIs for senior managers and CEOs .</i>	2023	Partial Climate change was included in all Council risks reports and disclosed publicly up until earlier this year. KDC is an outlier in not disclosing publicly their risk register since mid 2024. It is not legally mandated for Councils to disclose climate change related risks. However, it is good practice and an expectation of participating in the Te Taitokerau Climate Adaptation Strategy that all Councils would do so as a Priority Action.		CJP-139 CJP-137	Climate change in Council Risk Reporting Oct 2025 - Oct 2028 Climate change in Council Risk Reporting Oct 2022 - Oct 2025
T41 - Climate change in business cases Individual Councils <i>Ensure disclosure of climate change risks in business cases, proposals and procurement documents, including long-term risks such as sea level rise.</i>	2023	Next LTP These were initially done for LTP 2024 in a limited and inconsistent method. Opportunities for a more structured and aligned inclusion of climate change in business cases for LTP 2027.	Jun 2026	CJP-067	Embedding Climate Change for LTP2028-2038
T42 - Alignment of adaptation plans Individual Councils <i>Develop processes to ensure alignment of community adaptation plans with council plans and policies, including long-term plans, infrastructure strategies and financial plans.</i>	Ongoing	Delayed Changes in the legislative and policy system will have wide implications on this process, and this remains an area of uncertainty for the adaptation plans.	~ 2027	CJP-022	On-Going alignment of adaptation planning
T43 - Climate change teams Individual Councils <i>Establish appropriate teams to deliver organisation-wide climate change implementation at each council, reporting to an appropriate level of management and given sufficient support.</i>	Ongoing	Partial Three of four councils maintain climate change teams through LTP 2024 to continue the programme. KDC remains a gap in the joint commitment to contributing climate change teams.		CJP-006 CJP-012	Climate Change Team and Budgets LTP 2025-2035 Climate Change Team and Budgets LTP 2027-2037
T44 - Staff resources Individual Councils <i>Ensure sufficient staff resources are allocated to enable an ongoing organisation-wide climate change response, including climate change focused roles and professional development and training.</i>	Ongoing	Partial Three of four councils have secured adequate resourcing in LTP 2024 to continue the programme. KDC remains a gap in the joint commitment to staff resourcing.		CJP-048 CJP-006 CJP-012 CJP-066	Climate Change Team and Budgets LTP 2025-2035 Staff professional development and training Staff climate change education with Climate FRESK Climate Change Team and Budgets LTP 2027-2037
T45 - Adaptation funding All Councils collaboration <i>Investigate and prioritise potential funding opportunities to enable the implementation of adaptation responses.</i>	Ongoing	Partial Three of four councils have secured funding through LTP 2024 to continue the programme. KDC remains a gap in the joint commitment to funding adaptation.		CJP-007	Identify funding opportunities
T46 - Inter-council collaboration All Councils collaboration	Ongoing	Partial		CJP-014 CJP-022	Regional Collaboration Platform On-Going alignment of adaptation planning

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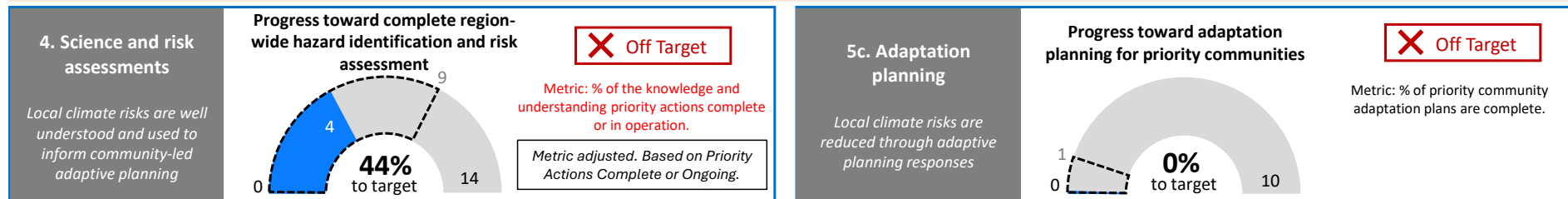
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<i>Continue to support and invest in the regional collaborative adaptation work programme, including establishing a process for sharing of resources between the Councils on specific projects, acknowledging the significant benefits and efficiencies of collaboration. Expand group to include Northland Transport Alliance.</i>		Collaboration remains a strength of the joint programme, this has expanded in the last 12 months. KDC remains a gap in not participating fully, limited attempts made by BAU staff directly with NRC.			
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Te Tai Tokerau Climate Action Programme: Performance Scorecard to June 2025

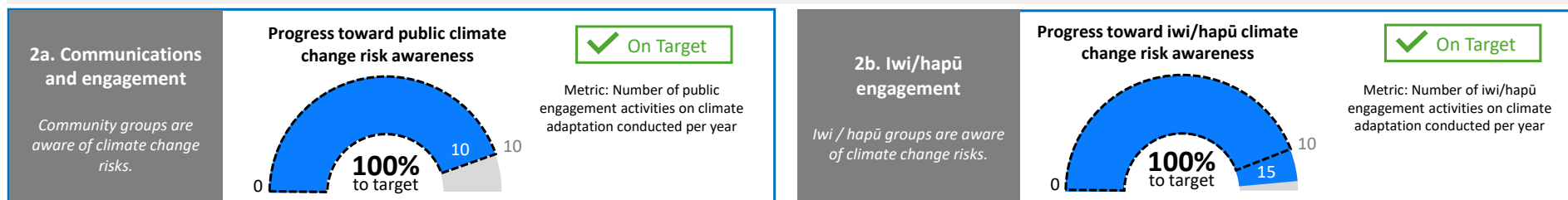
Adaptation: Planning to thrive in a changing world (Theme 4 & 5)

Improving our understanding of the risks of climate change and impacts on our communities, and implementing measures to ensure our communities thrive



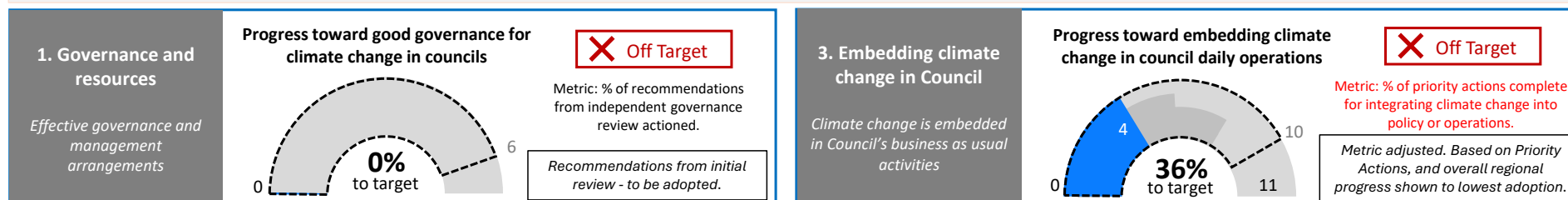
Communications & Engagement (Themes 2)

Northland communities, and Iwi / hapū groups are aware of climate change risks and are actively involved in adaptive planning.



Governance, resources, management and adoption (Themes 1 & 3)

Establishing effective governance arrangements and embedding climate change responses into our usual work



Programme Delivery Risk Report to June 2025

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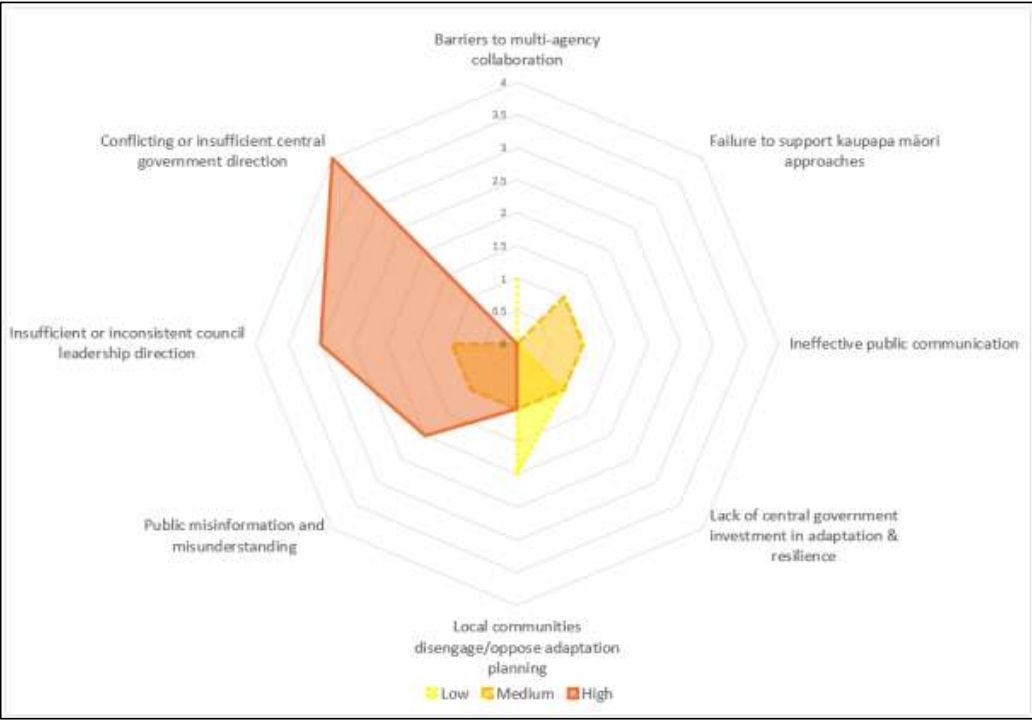
Purpose: This report provides a strategic view of risks to the delivery of the [Te Taitokerau Climate Change Adaptation Strategy](#) adopted in June 2022.

How to read this report: This report provides a description of each risk identified during delivery by the Climate Adaptation Te Taitokerau Working Group (CATT). Each risk is analysed for risk causes and triggers and how they may impact on delivery, shown in the Causal category analysis. The Likelihood and impact level of each risk is used to identify the Risk Level of each risk. Based on estimates of what risk response actions could be taken, the Risk Response type (Reduce, Avoid, Transfer, Accept) is adopted with support from Project Sponsorship.

Executive Summary:
There are a range of delivery risks identified by CATT working group that were first identified in the strategy as challenges. The most significant risks of central government changes or council leadership remain the most significant, and are mostly beyond the programmes ability to mitigate effectively.

Some Response Actions relate directly to existing programme activities. This process of risk management helps to refine and prioritise aspects of governance, engagement and communication work.

Figure 3: Summary of Programme Delivery Risks by Response (on right)
Analysis of the Programme Delivery Risks show highest risks are from external factors such as; central government direction, council leadership, public misinformation and disengaged communities (highlighted in orange as high risks).



Programme Delivery Risks Update – High Level Risks Summary

1. Governance & Resourcing				
Task	Causal category analysis	Risk Level	Risk Response	Response Actions
Council leadership withdraws support Lack of a climate change support from members councils undermines programme leadership, funding or direction	Insufficient or inconsistent council leadership direction <i>causes</i> Lack of council adoption	High	Reduce	1. Increase engagement with council members to foster support for climate initiatives. 2. Provide education and resources on climate change to council staff 3. Develop partnerships with other organizations to strengthen program leadership.
Ministerial direction changes Compounding problems caused by ministerial directions that change/reset existing policy causes programme delays through indecision or rework.	Conflicting or insufficient central government direction <i>causes</i> Ambiguous or incomplete requirements Lack of council adoption	High	Accept	1. Monitor the situation for changes, and prepare to adjust plans if necessary 2. Continue government advocacy for Northland community needs
Wellbeing removed from council's legislative mandate Removal of the wellbeing from councils legislative mandate. Causes a scope change that does not acknowledge the wider impacts of climate change and purpose of adaptation	Conflicting or insufficient central government direction <i>causes</i> Resource capacity constraints Lack of council adoption	High	Accept	1. Monitor the situation for changes, and prepare to adjust plans if necessary 2. Continue government advocacy for Northland community needs
Ineffective programme collaboration In order to drive value by joint working the programme adds additional coordination effort that is not support by parent agencies systems creating/maintaining barriers to collaboration.	Barriers to multi-agency collaboration <i>causes</i> Schedule overruns	High	Reduce	1. Streamline communication processes 2. Set clear roles and responsibilities across collaboration agencies 3. Setup collective online working spaces to share information smoothly with partners.

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Central government overestimates councils capacity Central government expectations of how councils respond and the resources/capacity they have prevent efficient delivery of core climate actions in the public sector, and overall rework is lost.	Conflicting or insufficient central government direction causes Budget pressures from increased costs	High	Avoid	1. Continue government advocacy for Council capabilities and strength and opportunities for central government collaboration or support.
Central government legislation contradicts Council policy Central government legislation or frameworks directly contradict the regional/local direction set in policy or practice	Conflicting or insufficient central government direction causes	High	Avoid	1. Monitor the situation for changes, and prepare to adjust plans if necessary 2. Continue government advocacy for Northland community needs
Changes in CC predictions Changes in climate change predictions cause uncertainty and extra council communication is needed internally and externally	Public misinformation and misunderstanding causes Resource capacity constraints Strategic misalignment	High	Reduce	1. Conduct training sessions for staff on effective communication regarding climate issues. 2. Create a feedback mechanism for stakeholders to express concerns and suggestions.
JCCAC lacks clear purpose and delegated authority JCCRC does not have delegated authority to make decisions resulting in a slow and inefficient approvals process which does not support regional collaboration	Insufficient or inconsistent council leadership direction causes Schedule overruns Compromised decision-making	High	Reduce	1. Ensure governance review aligns purpose of the JCCAC with Te Taitokerau Climate Adaptation Startegy and identifies keys roles and responsibilities for the committee. 2. Undertake governance review improvements

2. Public Engagement				
Task	Causal category analysis	Risk Level	Risk Response	Response Actions
A lack of understanding of the role of council and the implications of climate change for council A lack of understanding of the role of council and the implications of climate change for council	Public misinformation and misunderstanding causes Schedule overruns Strategic misalignment	High	Reduce	1. Establish clear adaptation programme messaging that explains the benefits to communities 2. Collaborate with experts to provide clear data and case studies on successful adaptation efforts.

5. Adaptation Planning				
Task	Causal category analysis	Risk Level	Risk Response	Response Actions
Lack of tangata whenua involvement Inadequate Tangata Whenua representation leads to stalling and lack of progress on adaptation planning.	Local communities disengage/oppose adaptation planning causes Schedule overruns Exclusion of tangata whenua perspectives	High	Reduce	1. Develop a dedicated tangata whenua engagement plan at a regional level. 2. Ensure opportunities for Te Ao Māori based adaptation planning approaches are made alongside Council based approaches